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ABSTRACT

This review of curriculum design styles in further education (FE) in England and Wales is divided into three parts. Part 1 of the research describes how the main and typical national or central bodies work. (Central bodies are the examining and validating councils that ensure national consistency of content and level of education of students holding identical certificates.) Descriptions of each of 10 central bodies focus on these topic areas: central body workings (origin, structure and composition of Governing Council and Examining/Education Committee, origin and appointment of officers, origin and ratification of syllabuses, use of systematic research departments or evaluation studies), dissemination (policy for presentation of syllabuses, use of publications and examiner's reports and their circulation, use of conferences in development and implementation of new curricula), and college processes (policies regarding examination techniques and teaching methods). Part 2 discusses results of a questionnaire survey of senior staff in colleges that focus on their part in curriculum design. It considers the diffusion of information from the central bodies and the decision making processes at the college level. Through five case studies, part 3 presents views of actual curriculum organization in colleges as seen by participants. (The questionnaire is appended.) (YLE)

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PROJECT REPORT

CURRICULUM CONTROL

A review of major styles
of curriculum design in FE

Commissioned by the FEU
from TJ Russell

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Coombe Lodge
The Further Education Staff College

P.R.8 VOLUME 1



FURTHER EDUCATION CURRICULUM REVIEW AND DEVELOPMENT UNIT

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Your reference

Our reference

Date May 1981

Dear Sir/Madam

PROJECT REPORT PMS CURRICULUM CONTROL: A REVIEW OF THE MAJOR STYLES OF
CURRICULUM DESIGN IN FE

I enclose a copy of our project report PMS by Russ Russell of the Further Education Staff College. This is the main volume which is freely available. Other volumes deal with methodology and with raw data and these are only available on a restricted basis.

This main volume gives a descriptive overview of ten central curriculum design bodies in further and higher education. It examines in each case their policies, the ways in which they form and disseminate their curricula and the ways in which they relate to colleges.

Out of this comes an analysis of the decision and control mechanisms that are exerted by these bodies and also something of how they are perceived by colleges in terms of the expectations they have of colleges, their communications and general efficiency. Questionnaire data on 474 Heads of Departments in colleges are backed up by case-studies involving five colleges. In each college, staff at various levels were interviewed, departmental management structures analysed and perceptions of particular central curriculum bodies recorded. From this emerges a picture of the various ways in which college staff receive and cope with outline curriculum decisions that they must further detail.

The report thus describes the different forms of 'partnership' that appears to exist between colleges and the central curriculum bodies in terms of examinations, validation and control.

General issues identified by the author include:

- a) expectations held for curricular research, design and development made these processes increasingly complex and expensive;
- b) college teachers appear to be expected to spend increasing amounts of time in curriculum development activity;
- c) there is an increasing need for more active and participatory curriculum dissemination;
- d) the need for increased curriculum team work in the colleges may be creating organisational tensions for which many colleges are unprepared;
- e) the conventional methods of financial and resource control exercised by LEAs and RACs are becoming less appropriate as curricular designs become more flexible;

/...

- f) the current distinction between education and training is now primarily a device for costing and paying;
- g) increasing curricular complexity is making the monitoring process more difficult;
- h) we do not know enough about the way in which the effectiveness of the central curriculum bodies is monitored.

The author suggests that many of the above issues require more study. He also recommends certain lines of action for colleges, LEAs, RACs and the central agencies, including the Government.

Thus the report can be read at various levels; ranging from a descriptive account of how the central curriculum agencies appear to work, to an action plan aimed at improving what is obviously a complex and unco-ordinated system of curriculum innovation and control.

Yours faithfully

Jack Mansell

JACK MANSSELL
Director

Further Education Curriculum Review and Development Unit

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Finally, to Bev, Justin, Tania and Liam, who bore with me without any obligation or duty.

Russ Russell

T.J. ('RUSS') RUSSELL is a Staff Tutor at the Further Education Staff College, Coombe Lodge. The research work for this report was undertaken while on a partial secondment from the College. This report does not necessarily represent the opinions of either the Staff College or the Further Education Curriculum Review and Development Unit.

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SECTION I

Introduction

1. See also Appendix C to Volume 2 of this report.

2. This report is published in Four Volumes. Volume One is the main report. Volume Two contains technical detail and methods of research not essential in comprehending the main report. Volumes Three and Four contain full details of response to the Questionnaire Part of the research. Volumes Two, Three and Four are available on request from the FEU.

Research Brief

1. Further education has experienced a great deal of rapid and turbulent change in the area of the curriculum so that there are few people who can have a comprehensive overview of the current situation or of likely future trends. In 1978 the Further Education Curriculum Review and Development Unit commissioned¹ a 'state of the art' paper aimed to support the Unit in its task of disseminating information about the process of curriculum development in FE. This report² arises out of that commission. The purpose of the study was to provide an analysis for those working in the field by tackling the questions:

- a. What are the different ways of curriculum design in the FE sector?
- b. Are there common elements in approaches to the design of FE courses?
- c. Are there unique procedures in some instances?
- d. What are the most important variations in approach?
- e. What are the reasons for the variations that exist?

2. The curriculum of most students in further education is strongly influenced by the decisions of a small number of central examining and validating bodies. These bodies have, in recent years, changed the division of responsibility between central bodies, colleges and teachers so that there is now a wide spectrum of type of curriculum design in further education ranging from syllabuses planned by central bodies through programmes constructed by teachers for national validation to courses devised at regional and local level.

Definition of Curriculum

3. Although there may be many people involved, *the curriculum is ultimately the learning that takes place as a result of what happens between teachers and students*. All revision of curriculum and of the processes of curriculum decision is ultimately concerned with influencing what happens in the classroom. Consequently, studies of the curriculum process may take place at four levels:

- a. At the level of the national or central bodies and their decisions.
- b. At the level of the college authorities responsible for seeing that central decisions are implemented.
- c. At the level of the teachers and their decisions.
- d. At the level of the classroom interaction between teachers and students.

3. See also paragraphs 16 to 18.

4. An in-depth enquiry at all these levels was beyond the scope of this project. However, the following tasks were undertaken:³

- a. To survey and report on the processes and assumptions of a number of the key central bodies concerned with the curriculum in further education.
- b. To survey by questionnaire a large number of college senior staff concerning their organisational response to centrally initiated changes and decisions.
- c. To conduct a number of case studies by interviewing all staff concerned with teaching on specific courses in some colleges.

SECTION II

A Framework for thinking about Curriculum Design

Definition of Curriculum

5. The organising principles underlying this review of curriculum design styles are based on an assumption that the real curriculum is what is learned by students. All other statements, syllabuses, documents, committees, visitations, approvals and examinations are processes designed to guide or record that learning. A series of interactive social processes lies between the central curriculum bodies and the students. These processes influence, guide, and possibly control what the student learns.

6. Further education in England and Wales is provided and administered largely through the colleges established by Local Education Authorities. These LEAs have very little in the way of national guidelines about the number or type of colleges, their levels, their span of work, their administration, government or management which is determined by national government. The result is an enormous variation in the types of college provision that are made. The system is held together as a national system by the central examining and validating bodies which ensure a sufficient national consistency of content and level of education of students holding identical certificates. It is these bodies which guarantee the comparability of education of plumbers from Poole and Preston, and that of electronics engineers from Ealing and Exeter. This consistency and comparability is what employers and others require. These central bodies have adopted a variety of methods of operation and a variety of relationships with colleges. Some are usually described as examining bodies, others as validating bodies. Throughout this report they are referred to as 'Central Bodies'. This description is not intended to minimise the differences between them. One of the purposes of this report is to define these differences in operating and design styles but a single term of reference is needed.

Definition of Central Bodies

1. There are a tiny number of courses where the examinations from two or three bodies are used to certificate a single course. These courses are usually one year course taken at 16+. In addition some course groups may be encouraged to take GCE examinations as a subsidiary to the main course. For a further discussion see Appendix B to this Volume.

2. One central body officer interviewed (see paragraph 16) said 'We are all equal professionals co-operating to produce a workable system.'

Curriculum Decisions

7. Most teaching in colleges takes place against a background in which the teacher is aware of the presence of one of these central bodies. The work of each student is almost always guided by the overseeing processes of a single body which is, for the course he is on, the dominant body.¹ Indeed course groups for students, as organised in colleges, are often coded, labelled and known by reference to one such body. For each student it is a simple system. For the college principal or administrator, for an LEA officer or adviser, the system may be large and complicated.

8. The Department of Education and Science (DES) oversees the whole process. The DES exercises its responsibility for ensuring an adequate vocational educational system in part by ensuring that the range of examining and validating bodies and the relationship between them is adequate. It leaves the details of their operations to the examining bodies. The central bodies exercise their responsibilities with care. They co-operate with the DES and each other in a sensible and rational way. It is not implied here that all is complete agreement, but there is a determination by all parties to achieve a coherent system that works in the interests of the students and the employers.²

9. The definition of the curriculum used here is that the real curriculum is the learning that students achieve as a result of interaction with teachers. Behind that interaction lie a series of other interactions and decisions about the curriculum. These decisions can be grouped into two broad sets of decision processes. There is firstly a common idea that, in a logical sense, one should first decide the aims of the course and then the appropriate teaching/learning strategies and then the appropriate assessment. This model is iterative in the sense that the development is endless, but at each stage the aims have a logical priority. It could be represented thus:

AIMS → LEARNING SITUATIONS → ASSESSMENT → AIMS → ETC.

10. In practice if, for example, a college team were drawing up a course scheme they would first of all set aims at a very broad level, then they would design modules (or subjects) that contribute to those aims. These subject-modules

would be further detailed into lessons, or other learning situations. Again the highest level has a logical dominance but the process is iterative. These two sets of ideas are different but not incompatible. They can be put together in what is a superficially complex grid of decision taking. The grid is thus represented:

Basic Framework

	Aims/Content	Learning Situations	Assessment
Course Level	↕	↔	↔
Subject Level	↕	↔	↔
Lesson Level	↕	↔	↔

Because all decision areas inter-relate we may start at any point in the system and move around taking or retaking decisions as our experience demands. Generally though we acknowledge that 'Aims' have a logical precedence over 'learning' and 'assessment', and that 'Course Level' has a logical precedence over 'subject' and 'lesson'.

1. Russell, T.J. *The curriculum development workshops at Coombe Lodge*. (Coombe Lodge Information Bank Papers: 1242) Blagdon, Coombe Lodge, 1977.

and also

Russell, T.J. and Latcham, J. *Curriculum development in further education*. Blagdon, Coombe Lodge, 1979, 3rd ed. ISBN 0-9502574-4-3.

2. Spencer, D.C. *Independence in learning*. (Coombe Lodge Information Bank Papers: 1193). Blagdon, Coombe Lodge, 1977.

Russell, T.J. *The Schools Council. One critique, two versions*. (Coombe Lodge Information Bank Papers: 1239). Blagdon, Coombe Lodge, 1977.

3. Latcham, J. and Russell, T.J. *Trends in curriculum innovation in England and Wales*. (Coombe Lodge Information Bank Papers: 1185). Blagdon, Coombe Lodge, 1977.

Definition of Curriculum Styles

11. This initial framework has proved very useful in designing or analysing various curricula. It has proved very useful in a number of Coombe Lodge workshops for curriculum design at the college level.¹ It also proved very useful in analysing the various concepts of 'Independence in Learning'.² The question arises: How far is this model likely to be helpful in exploring the relationships between a curriculum central body and a college and identifying and understanding the differences in such relationships?

12. In a typical technician course as previously organised under the auspices of the City and Guilds of London Institute (C&GLI) one could reasonably say that setting the aims of the course and the initial breaking of the syllabus into examined subjects were undertaken by a C&GLI committee consisting of educationalists and industrialists (Course Level Decisions). Further detailing of the syllabus and the method of examining was also done nationally (Subject Level). In practice certain general aims, general skills or personal qualities were rarely made explicit at Course Level and their development never assessed. Nor was central comment made on learning situations (for which such general aims might have implications) so all decisions on learning situations were in effect delegated to college teachers who were often acting individually since the form of subject examining encouraged separatism in teaching rather than corporate or collegial responsibility.

13. Compare that to the situation under the Technician Education Council (TEC). Responsibility at the course level³ for initiating and specifying course aims, for industrial consultation, for learning situations, for assessment and evaluation lies within the college which has to submit its plans for validation to a TEC programme committee. It is true that guidelines and structures are laid down, and that many central standard subject-units are available but all examining is college based, although centrally moderated. Since colleges are free to choose to use the standard (subject) units or not, they are responsible for more detailing of the syllabus and for examining (subject levels). The process selected by TEC moreover encourages corporate responsibility and the development of strong groups of teachers at all three levels of curriculum decision, including the 'lesson level'.³

14. In effect the TEC does not design the curriculum in the sense of determining all the decisions about the learning of the students. What it designs primarily is a *curriculum-decision taking framework*. It can be argued that, faced with the task of replacing the old C&GLI decision framework and the Joint Committee decision framework, it is likely that the Council and Officers were very aware that they were designing a decision-taking framework. To a greater or lesser extent all central bodies are aware that they take only some curriculum decisions while leaving many curriculum decisions to be taken elsewhere. The distinctions between curriculum design and curriculum development are thus eroded. In summary then, this report has interpreted the phrase varying style of curriculum design and development to be about the *variation in the networks of decisions whereby the curriculum comes about, and yet to assert that all levels and locations of decisions are important and active*.

Organisation of the Research

Part One of the Research

1. Sections III to XIV of this Volume

15. Whilst close reference is not always made to the framework illustrated in paragraph 10, it has proved a useful guide to the selection of material presented below. It has also underpinned the thinking and organisation of the whole study. The research was organised into three parts.

16. Part One of this Research is an attempt to describe succinctly the various procedures adopted by the central bodies and the way they attempt to influence the other decision locations. The method used was to draft statements on the basis of a literature search and to validate these statements by interviews and correspondence with senior staff of the central bodies selected.¹

17. The central bodies do not believe that their activities constitute all the processes of curriculum decision making which determine the learning experience. Those that write detailed subject syllabuses understand that there will be variations in coverage and emphasis. Those central bodies which encourage such variation do so by allowing able choice in the examinations. Others try to limit variation in coverage by giving greater detail in the syllabus or by constructing examining systems that completely cover the syllabus. Some central bodies, particularly those that see themselves as validating bodies, pay special attention to the quality and character of decision making within the college. Others are reluctant to intervene or evaluate but offer advice or assistance. At any rate there is a diffusion from the central bodies of curriculum ideas and requirements on aims and content, learning situations, assessments, as well as outlines within which further decision taking is made. Part Two of the Research describes the results of a questionnaire survey of senior staff in colleges. It aims at describing:

- a. The diffusion of ideas and requirements
- b. The diffusion of requirements for further curriculum decision
- c. The organisation for decision taking and the external reasons brought into decisions taken inside the colleges.

It looks at the way in which senior college staff react and act in the organisational space 'between' the central bodies and the classroom. Information from the central bodies is received by senior college staff who are responsible for ensuring that messages are passed on and that appropriate action follows. A simple organisational structure may be adequate. Occasionally it is better to set up collegiate decision making processes. In the end it is the teachers who must make most of the final decisions about how to plan and guide the students' learning. They may sometimes include the students in that decision making process.²

2. Sections XV to XVII of this Volume

Part Three of the Research

3. Sections XVIII to XXIV of this Volume

18. The questionnaire technique used in Part Two of the Research may lead to disjointed pictures of organisations, so Part Three further explores sections of colleges seen as working entities producing specific curricula. This part of the study emerges as a series of case studies³

SECTION III

Introduction to Part One of the Research

'On the stage ... masks are assumed with some regard to procedure: in every day life, participants act their parts without consideration either for the suitability of scene or for the words spoken by the rest of the cast: the result is a general tendency for things to be brought down to the level of farce even when the theme is serious enough.'¹

1. Powell, Anthony. *A Question of Upbringing*. Fontana, 1967.

Principles of Selection

19. The first part of the research attempts to describe how the main and typical Central Bodies work. With the approach already outlined it is clear that their work is not all the curriculum work. The central bodies make assumptions about how the colleges work, what they decide, and how much of that is the concern of the central body. It is the central body that initially defines the role relationships between itself and the college. Therefore it was seen as important in this research to try to establish what some of these assumptions about relationships were, in order to re-examine them with the colleges. The principles guiding the selection of central bodies were simple. They were to provide a wide spread of type:

- a. of relationship to Central Government;
- b. of subject and vocational areas;
- c. of relationship with the colleges, say from examining to validating.

20. Ten central bodies were selected:

- a. *City and Guilds of London Institute (C&GLI)*: the largest and one of the oldest, an examining body established with and maintaining strong central government links.
- b. *Council for National Academic Awards (CNAA)*: a very large validating body in higher education, established by central government to assist in the implementation of policy.
- c. *Technician Education Council (TEC)*: established in 1973 by central government and has become a major validating body, a source of much curriculum change in FE in the last few years.
- d. *Business Education Council (BEC)*: established in 1974 by central government combining examining and validating functions and another source of change in FE in the last few years.
- e. *Central Council for Education and Training in Social Work (CCETSW)*: established by central government as having a curriculum and validating role but having a wide range of other manpower functions and directly funded by the government.
- f. *National Nursery Examinations Board (NNEB)*: a small board established by central government with a specific brief.
- g. *The Royal Society of Arts (RSA)*: a very large, and the oldest examinations board and independent of central government.
- h. *The Union of Educational Institutions (UEI)*:² an example of the regional examining boards, established by and largely integrated with local government.
- i. *The Institute of Management Services (IMS)*: an example of one of the many independent professional and study associations with an examining function and courses largely provided by FE.
- j. *The Manpower Services Commission (MSC)*: established by central government as its main instrument of manpower policy; and funding a wide range of courses in FE. This report is concerned with courses that are college designed for the purpose of meeting new needs defined by the MSC.

2. For its full title see paragraph 145 and note.

Methods

1. Further details of the procedures used are given in Volume Two of this report. It should not be assumed that the descriptions of the central bodies as given in Sections IV to XIII are 'approved' by the officers involved: they are not. Wherever the researcher felt the comments were valuable they were accommodated. Nor were the officers necessarily shown all the references and notes; many of which were added in the final editing of the text. Little or nothing was added in the final editing to the main text of the Sections IV to XIII. It should also be noted that, while accurate at the time of completion, things have changed since that date. They should be regarded as substantially correct as at November 1979.

2. See also paragraph 1.

21. The technique selected to use in constructing this part of the research report was to provide by literature search a succinct draft statement concerning the central operation of the central bodies; to discuss the draft report with the most senior staff that the Chief Officer of the body would nominate (in most cases it included the Chief Officer); to redraft and re-submit for comment and finally to edit the work.

22. Some guiding threads were essential in drafting the descriptions of the workings of the central bodies. The framework of thinking described above in Section II is not one consciously used by any of the central bodies. It therefore had to be used only in guiding the selection of a series of 'topic areas' for discussions which would allow the research brief² to be explored with the officers of the central body in a 'common sense' way. The fifteen topic areas are presented on the next page.

**Central Body Workings
and Key Letters**

Central Body Workings

- A Origin of Central Body.
- B Relationship to Secretary of State/DES.
- C Structure and composition of Governing Council and Examining/Education Committee.
- D Relationship of subject/sector committees to the above.
- E Origin and appointment of officers, relationship of officers to above, their position in:
 - i) membership determination
 - ii) drafting of working papers
- F Origin of syllabuses, or syllabus working groups, ratification of syllabuses.
- G Use of systematic research departments, or evaluation studies.

Dissemination

- H Policy, and origin of policy for presentation of syllabuses.
- J Use of publications, examiner's reports and their circulation. Assumptions about their use in the process of curriculum dissemination and definition.
- K Use made of conferences organised by the Central Body in development process and implementation of new curricula.
- L Availability of officers and members to teaching institutions.
- M Relationship of major changes to external bodies or reports.

College Processes

- N Policy regarding examination techniques; reasons for that policy.
- O Policy regarding teaching methods, reasons for that policy.
- P Assumptions about college organisation and teaching team organisation.

It was thought useful to render the statement in a continuous prose which came as close as possible to the descriptive and syntactical frameworks of the senior staff. The references to the appropriate topics are provided in the margins of the text and to facilitate cross referencing provided below is a grid giving the key paragraphs of each central body report that refer to each of the topic headings.

Key Letters for Sub Heading	C&GLI	CNAA	TEC	BEC	CCETSW	NNEB	RSA	UEI	IMS	MSC
A	24	37	66	80	94	118	133	144	155	161
B	24	40	67	81	94	119	133	144	155	162
C	25	42	68	82	95	120	134	149	157	163
D	33	44	68	84	98	N/A	134	149	157	N/A
E	26	47	70	84	99	121	135	151	159	164
F	27	43	69	85	101	123	135	150	157	166
G	30	57	79	93	103	131	140	151	N/A	169
H	26	54	73	87	108	124	137	146	N/A	163
J	28	63	70	88	102	127	139	152	156	171
K	33	62	77	89	112	127	141	152	156	168
L	26	64	77	89	100	127	141	153	159	172
M	34	38	66	80	115	N/A	142	N/A	N/A	N/A
N	35	57	72	90	107	125	138	146	159	164
O	32	57	75	90	108	129	143	152	159	168
P	33	49	79	88	104	129	143	152	158	168

SECTION IV

City and Guilds of London Institute

1. See City and Guilds Broadsheet Special Edition May 1978 p.6.

2 *ibid* p.1 and 2.

See also Jenny Lang.

Lang, Jennifer. *City and Guilds of London Institute Centenary 1878-1978. An Historical Commentary.* City and Guilds of London Institute, 1978. 142 p., ISBN - 0-85193-007-7.

3. See Haslegrave. Education and Science, B Dept. of National Advisory Council on Education for Commerce and Industry. *Report of the Committee on Technician Courses and Examination.* (Haslegrave Report) HMSO 1969. 12p. ISBN 0-11-270143-4.

4. Negotiations resulted in ten year contracts with TEC and BEC.

5. See Annual Report for 1976/77 (The Royal Charter dates from 1900)

6. The formal relationships of the C&GLI with the Regional Examining Bodies are not dealt with in this section of the report, but in the discussion of the WMAC(UEI), see section XI, paragraph 145.

7. The advisory committees approve 'Grouped Courses' which are suitable for a specific vocation. The basis of the C & GLI system is the specific vocational course. For further discussion see Appendix B to this volume.

23. The City and Guilds of London Institute while not the oldest of the curricula and examining bodies that we are concerned with in this report is the largest and occupies a unique and central position in British technical and further education. It is expected that in 1978 the City and Guilds will examine some 460,000¹ candidates in a very wide range of schemes and occupational groups at a wide variety of levels. Nearly every college will enter candidates, and there are also probably more teachers in the colleges that have or have had some involvement in the City and Guilds than any other single body, including the fact that probably more teachers hold awards from it than from any other single body. In these circumstances it is probably not unreasonable to assert that the City and Guilds provides a basic model or background against which other developments have to take place.

A 24. The City and Guilds has its origin in the development of interest in technical education in the mid Victorian age. It was established as an independent institute within the Victorian traditions of using available funds from existing organisations with central government acting in the opinion of the author more as initiator than catalyst.² The initial meeting to establish the Institute took place in 1876 and was followed by two years of negotiation including members of the Privy Council. It took over from the (then) Society of Arts the administration of 16 examinations in technical subjects with the assistance of the Government's Department of Science and Art in 1879. The City and Guilds now enjoys the closest of relationships with the Department of Education and Science while remaining financially and educationally independent. The decision of the Secretary of State for Education and Science to establish the Technician and Business Education Council (TEC and BEC) along the lines recommended by the Haslegrave Commission³ included a decision to ask the City and Guilds to provide, if possible, the administrative and physical resources necessary for the TEC and BEC.⁴ This guaranteed for the new organisation an experienced administration and a future level of work and activity for the City and Guilds which, for its part, has co-operated by the withdrawal of certain of its own examination schemes at an appropriate time so that the new organisation would not be faced with competition. This agreement to co-operate by limiting the scope of its activities is not a bar on its own initiative as the expansion of the new Foundation Courses in schools indicates. Nevertheless high levels of co-operation exist between the City and Guilds and the Department of Education and Science. Her Majesty's Inspectorate, the Department of Employment and Manpower Services Commission, as well as the Education Department of Scotland and Northern Ireland.

C 25. The City and Guilds has from the outset seen itself and its activities as being governed by those who use and those who provide qualifications in technical education. Currently its Council is a balanced representation of the many interests involved. The Council of the Institute is currently reviewing the Institute's Statutes which were last amended in 1958⁵ in order to allow, *inter alia*, formal representation of the participation by regional organisations in accordance with the recent agreement to establish a unified system for national standards and national certification.⁶ The internal committee structure has recently been revised, in the light of experience of changes made in 1976. The Policy Committee for Education and Training, whose membership includes representation from the regions, the educational service, industry and the Chairmen of the main advisory committees, is concerned with co-ordinating and advising on the broad policy aspects of City and Guilds work, establishing advisory committees as required and laying down policy guidelines on education and training activities. The 19 advisory committees and panels, each of which has a broad parity of membership between educational and industrial interests, have responsibility for all City and Guilds activities over broad industrial areas: they are concerned, not with individual schemes or examinations, but with the total education and training needs which can be met by City and Guilds policies. These committees approve new and revised schemes for submission to the Examinations Committee which is concerned with the resource implications, for City and Guilds as well as for local education authorities, of new schemes.⁷

- E 26. The City and Guilds has for some while been moving to a position where it can place greater reliance on the professional expertise of its staff. Before 1960 many staff were recruited for their general administrative skills and they acted as good servants of their committees. Greater stability of staffing combined with recruitment from the educational world and a systematic policy of staff development have led to a position where the staff possess a wide range of expertise in education and educational management. The growth of the Research and Development Department and the Skills Testing Services both reflect and reinforce this. Staff now can act as advisers and consultants to their committees as well as secretaries and can act as agents in the implementation and unification of policy. Examples of major developments influenced by this pattern have been: (i) the spread of objective testing through the Institute's schemes; (ii) the change in examining in the FE Teachers Examination series (730); (iii) the Communications Skills Examinations; (iv) the Foundation Course developments.

- F 27. These four changes require some consideration. In each of these cases a basic decision was taken by an appropriate committee of the City and Guilds. The first example quoted is an excellent example of the ability of officers to act as a unifying agent in City and Guilds policy based on their professional expertise. The second example is similar but the change towards greater internal assessment brings within that monitored experiment an emphasis on the role of officers in formulating and monitoring the experimental work. In each of the third and fourth examples the role of the officers in identifying and guiding agencies to perform a great deal of the development work would indicate that they have developed in these cases an ability to influence, within guidance from the committees, curriculum span and content. The new context for the formation of committees and sub-committees, for identifying membership structures and members stresses their central role.

- CDJ 28. The City and Guilds has for some while taken pride in its easy and open relations with industry and education.¹ It thinks of itself as an open system with something in the order of 8,000 individuals participating and contributing to its work and a further 10 or 12,000 taking part in its examining processes.² Notification of policy or examination changes under consideration is given in the Broadsheet³ and in general the City and Guilds encourages a wide range of formal and informal comment from individuals or organisations. The greater its success, the greater the role of officers in sifting and evaluating this evidence and comment.

- G 29. The Research and Development Department and the Skills Testing Services have built up a great deal of expertise in the techniques of educational measurement and have in addition sub-contracted much similar work to various universities and colleges as a conscious policy to avoid becoming too 'in-house'. Their expertise is widely recognised and the City and Guilds has assisted many bodies with training programmes for their own staff as well as the actual supply of test items and test services.⁴

- G 30. In terms of course or syllabus design the City and Guilds does not itself conduct much systematic work of job analysis or training requirements analysis, but through the inclusion of members of the Industrial Training Boards on all appropriate committees it has good access to that research. In terms of syllabus evaluation the Institute still places reliance on a variety of formal and informal processes of consultation with its partners in the vocational educational process.

- J 31. A principal general publication of the City and Guilds is the Broadsheet series which is distributed very widely three or more times a year. This is used both to announce recently completed work as well as work being considered or reviewed, and comments are encouraged. Further circulation of the Broadsheet is encouraged,⁵ and it is clearly identified as a key communication to teachers and others.

32. The key method of operation of the City and Guilds is to provide, from a central position, widely recognised standards of achievement and valid and reliable methods of assessment. Thus the syllabus booklets of the City and Guilds are a particularly important communication. Each booklet refers only to

5. The City and Guilds Broadsheet No. 83 May 1978 has this statement on the first page:

'All recipients of the Broadsheet, especially Principals of Colleges, are asked to do their best to ensure the copies sent to them are circulated as widely as possible to those likely to be affected by the information published or to be interested in the contents.'

Editors of trade, technical, and professional journals are invited to consider themselves free to reproduce any item which is likely to be of interest to their readers.'

1. See Annual Report for 1976/77.

This report was taken as a 'Centennial Year' report and it contains at the end three short statements by the Director General, the Secretary and the Controller (Education and Training Services) that are very illuminating.

2. Figures taken from Annual Report for 1976/77. Reference may also be made to any Annual Report which is also accompanied by the 'Contributors' publication which names all the big committee members.

3. See also paragraph 30.

4. See City and Guilds Broadsheet No. 82 November 1977 and also paragraph 125 below.

1. As the committee structure changes some pamphlets are being re-issued without a committee being listed but as committees are re-formed it is intended the lists will be reincluded here or elsewhere.

2. See also paragraph 21.

3. Barry, S.M. Kaneti: *Engineering Craft Studies: Monitoring a New Syllabus* NFER, 1974. Copyright, City and Guilds of London Institute. 38p. ISBN 85633-048-5.

4. See also note to paragraph 232.

5. See *The Certificates, Diplomas and Other Awards of the Institute: A Policy Statement*. C & GLI London, September 1978.

*Licentiate*ship. (Leaflet No. 1). C & GLI London, September 1979.

6. The Unified Vocational Preparation award has been proposed at the specific request of the (then) Training Services Agency, and the Department of Education and Science, and the Preparation for Employment and at the request of the Training Services Division of the Manpower Services Commission.

7. Pamphlet entitled *Examination Policy* and published by the City and Guilds in October 1978.

one subject or a couple of related subjects. They contain the names of the advisory group that dealt with the syllabus¹ and the booklets are widely and cheaply available. In style they vary a little in the sections and headings that they use. In the last few years there has been a tendency for them to grow in size and for each to contain a short section called course or learning objectives. Most of the syllabuses are still written in traditional or topic items, but progress towards a more unified policy of presentation is being made.² More recently some comment on 'suitable treatment' or 'workshop treatment' has been included. Book lists are not generally included nor made available through the City and Guilds. Publication was discontinued a few years ago because it was felt that the teachers had in practice as good a knowledge of this as the central staff or committee. When major revisions or new schemes become available book lists are sometimes made available. The Examiners Reports are issued by the City and Guilds to each examining centre and further copies will be made available on request (although these reports are not publicly available).

P 33. Generally the procedures and publications of the City and Guilds refer to little in the way of further detailing and specification of the learning at local or college level after central guidance. Yet it is not true that the City and Guilds and its officers ignore this process. They are aware that the greater the change, the more the teachers need assistance in interpreting and implementing the changes implied and that this awareness is, in part at least, based on the research commissioned at Brunel University into the introduction of the Craft Series of examinations.³ It is also aware that its own policies of widespread involvement implies high levels of professionalism among teachers who are resistant to any unnecessary work or unnecessary demonstration of their expertise to a central body.⁴ Costs of further teacher activity is also a problem. The current policy is to delicately manage the situation. The recent series of regional conferences to celebrate the Centenary and publicise the new award structures could well be followed by conferences on any such major innovations. Officers remain available to local teachers workshops provided by anybody and they have been particularly active in the Foundation Course development. Additionally, the liaising and sub-contracting to Colleges of Education (Technical) of development work is seen as creating further 'field-based' resources for teacher development.

C 34. The City and Guilds is an open and responsive organisation changing in many ways. It continuously reviews its position in the system and prepares internal five year plans for use internally. One major response it has made to the introduction of the Technician Education Council has been to review the structure of its senior awards and to introduce a new Licentiate⁵ship to 'correspond in status to that of Master Craftsman in Europe'.⁶ It has also developed its Foundation Courses and in response to specific request the UVP or Preparation for Employment awards.⁷ It has established with the Technician Education Council various committees and working parties with the intention of outlining areas of overlap and mutual interest.

N 35. The examinations policy of the City and Guilds is that most examinations will be conducted from the centre but it is Institute policy to ensure that the type of assessment techniques used is strictly in accordance with the stated objectives of the examination syllabus. A recent pamphlet of guidance on Examinations Policy⁷ for advisory committees, examiners, etc. gives further details and in addition to the stress on the reliability of objective test items allows a wide range of college assessed practical work, set projects and assignments. Of its 300 or so schemes operating in England and Wales many allow for one or more college based assessments and some for project work, and this is the limits of the City and Guilds attempts to influence teaching methods.

P 36. The City and Guilds does not normally conduct any policy of college evaluation prior to approval of a centre for administering its awards although it does reserve the right to do so. Generally most colleges have been centres for a very long while and are also subject to public inspection by a variety of educational inspectorates. Some private colleges have not been allowed to be centres. Only in the FE Teachers series, where particularly heavy demands are made on colleges for assessment are centres checked, and for Foundation Courses where new school based centres are included. In both cases the City and Guilds is developing a series of part-time assessors to assist both local and national centres in the development, although as yet their role and working criteria are still being developed.

SECTION V

Council for National Academic Awards

- A 37. From the establishment of the first technical colleges and polytechnics in the 1880's, there has also been within them a demand for degree and university type studies. Even by 1904 six colleges were offering degree courses and by 1912 there were 1,199 degree level students in technical institutes compared with 1,487 engineering and technology students in universities and university colleges. Throughout the inter war years this work grew and to it was added a range of work for the advanced and full membership examinations of a wide range of advanced professional bodies. In 1955 at least 30% of the output of qualified graduate technologists and applied scientists came from technical colleges. There were by that date at least 100 colleges offering work at this level (44 offered the London University B.Sc(Eng)).¹ Yet not everybody was happy with this situation of teaching degree studies in a curriculum context which frequently had less teacher involvement than the C & GLI.

1. See Argles, M. *South Kensington to Robbins*. Longmans, 1964.

- AM 38. This situation was recognised by the Committee on Higher Education, established by the Prime Minister in 1961, in its report in 1963. The Robbins Report said:

*'There can be no satisfactory substitute for examinations set by teachers acquainted with the way in which the students to be examined have been taught. No-one who has witnessed the uprush of self-respect and vitality that came to the former university colleges with their constitution as self-governing degree awarding bodies can doubt that, necessary as the connection with London University may have been, it is not a permanently suitable arrangement for developing institutions.'*²

2. *Report of Committee on Higher Education Cmdd 2154*, (Robbins report, HMSO, 1963. (para 427) (p140).

39. The report went on to recommend that the Colleges of Advanced Technology should become self-governing Technological Universities and the Council for National Academic Awards (CNAA) should be established to approve such satisfactory courses degrees and their examination arrangements as had been designed internally by the other colleges. It also passed comment on forms of government and academic organisation. This comment as well as the experience of the earlier Hives Council³ formed a widespread feeling which although not binding on the CNAA have mostly been incorporated into its policy and organisations.

3. The National Council for Technological Awards (NCTA) was usually referred to as the 'Hives Council' after the name of its first Chairman. It was established by the Ministry of Education in 1955 and awarded some 2,000 Diplomas of Technology by 1963 in recognition of satisfactory completion of four-year sandwich courses. The awards were recognised by the Committee of Vice Chancellors and Principals as being of Honours Degree standard (see also Robbins Report paras. 95, 349, 390 and 428). The experience gained both in designing and validating courses, and the recognition gained for the diplomas was an excellent basis for the work of the CNAA. This basis was not only referred to in the Robbins Report but also consciously built on.

40. The CNAA then is a self-governing body established by Royal Charter in September 1964. It has powers granted by its Charter to award degrees and other academic qualifications comparable in standards with those granted by universities, to students who satisfactorily complete approved courses of study or research in institutions which do not have the power to award their own degrees. It is financially self-supporting from student registration fees and now receives no grant from other public funds.

41. The Council's Chairmen and its members are appointed jointly by the Secretary of State for Education and Science and the Secretary of State for Scotland, and the Council's relationship with the Department of Education and Science is friendly but the Council is wholly independent in its manner of operation and its decisions.

- C 42. In addition to the Chairman there are 25 members appointed as above and drawn as follows:

7 from Universities
10 from other Further Education establishments⁴
6 from industry and commerce
2 from LEAs (officers or members)

4. Further Education in this context means simply Local Authority institutions providing further education as defined in the 1944 Education Act. This definition includes those colleges designated by the Secretary of State as Polytechnics.

In addition there are also up to three co-opted members appointed by the Council. Chairmen of the main Committees serve as ex officio Council members. There is one executive member of Council - the Chief Officer. The Council is appointed for a term of three years and meetings are held at least three times a year.

1. See paragraph 39

F 43. Early decisions of the Council meant that it would work in a manner similar to the Hives Council,¹ that is, it would receive degree proposals in some detail from the teaching institutions, that it would use a committee structure to process and approve these proposals and that the process would involve visits to the teaching institutions. Its span of work meant a complex committee structure.

CM 44. Since its original Charter the CNAAB has also acquired (by mergers) responsibility for Art and Design education and Management Studies and with the transformation of teacher education it has developed major responsibilities in that area. It is thus a constantly changing and growing organisation. Currently, in addition to a Policy Committee and various important sub-committees of that Committee, its most important work for the purpose of this report is conducted by seven main committees:

D Art and Design
Arts and Social Studies
Business and Management Studies
Education
Science and Technology
Research
Committee for Institutions²

2. There is also a Committee for Scotland.

3. 'Boards' are mainly comparable to broad subject areas, and 'Panels' have a slightly different function within the Education Committee structures, where many courses are interdisciplinary. For a further discussion of some of these issues see Appendix B to this volume.

4. See also paragraph 51 below.

F 45. Under each committee are a number of boards, panels and sub-committees (often referred to as Subject Boards).³ The Committees, through their Subject Boards, are responsible for:⁴

- a. Ensuring comparability of standards between CNAAB and university degrees.
- b. Approval of courses of study leading to CNAAB degrees having regard to:
 - i. The aims and objectives of the course and the philosophy behind it and its structure.
 - ii. The likely outlets for students who successfully complete the course.
 - iii. The particular entry qualifications required for students.
 - iv. The structure of the course.
 - v. The methods and arrangements for the assessment of students on the course.
 - vi. The curriculum and syllabuses in adequate detail to permit true assessment of the academic standard.
 - vii. Details of the facilities required to support the course, e.g. laboratories, workshops, lecture rooms, libraries.
 - viii. Details of the qualifications and experience of all the staff who will teach the course.
 - ix. Details of all the support staff required for the course, i.e. technicians, laboratory assistants, administrative, clerical and secretarial staff.
 - x. Some indication of how the department or staff offering the course will ensure that students receive a balanced education which will take them beyond the confines of their specialism.⁵

5. This paragraph is based on *The Council: Its place in British Higher Education*. CNAAB, 1979 (Referred to subsequently as the White Book). The above is a general publication that in part expands and in part supercedes the shorter *The Council, its boards and its members*. CNAAB, August 1978.

D 46. The council in 1975 reviewed its organisation and reconstituted its committees with a new main structure in 1977, and subject boards which are now under semi-permanent review. Some new subject boards were created, some were renamed and others assigned to different committees. The number of committees, subject boards and panels is about 120, with a membership totalling almost 2000. Each committee, board and most panels has between 1 and 4 Government assessors, mostly HMIs. The former policy of having a complete reconstruction every three years has been altered and it was decided in July 1977 to have a rolling review of membership whereby individual members would be appointed for three years' office. In addition it was agreed to review the Chairmanship of each committee and appoint chairmen to serve for new three year periods starting September 1978.⁶

6. See also *Annual Report 1978*, CNAAB.

7. The 1978 Annual Report indicates that about 120,000 students are following courses leading to awards on about 1,100 approved courses, in about 120 institutions.

E 47. The growth of courses submitted for validation to CNAAB has led to the increase and upgrading of the staffing establishment.⁷ The Senior Staff comprise:

Chief Officer
3 Assistant Chief Officers
Secretary
9 Registrars
20 Assistant Registrars
3 Assistant Secretaries

and other posts, e.g. publications officer and conferments officers also exist.

48. Each Registrar and Assistant Registrar is appointed to a certain area of work, for example, a subject area such as art and design, or a sector, such as multi-disciplinary courses or institutional reviews. Officers are usually recruited with experience of teaching and administration in higher education although as the staff has grown some new staff recruited to junior posts in the hierarchy may have had a short experience. Staff are encouraged in development and the attendance on short courses. Recently a policy of exchange of staff with teaching institutions has been developed.¹

1. *Annual Report 1978. CNAA, 1978.*

2. For further discussion see the editorial in *Higher Education Review* Vol. 12 No. 1, Autumn 1979, pp. 3-11.

3. *Developments in partnership in validation. CNAA, June 1979.* (reference subsequently to 'The Blue Book')

4. This section is largely based on 'The White Book'.

P 49. The CNAA makes a relationship with an institution. It has of course now had a relationship with many institutions since its inception, and many of the institutions it relates to have been higher education institutions for fifty years, and some for almost a hundred years. Many of them are thus of considerable academic maturity. In 1975 the Council considered that as the colleges gained experience and confidence it might be able to have a less restrictive, yet closer, relationship with the institutions. It published a major discussion paper 'Partnership in Validation',² which was circulated to colleges, Committees, Subject Boards and other interested parties. This suggested that institutions might be given more responsibility to validate their courses internally. Although the Charter does not permit the Council to delegate final approval, a procedure in which procedures leading to validation were progressively transferred was sought. It was felt that the changes proposed would produce a system in which academic strength of institutions would be recognised and aspirations for academic freedom met in a way different from the traditional one of creating wholly autonomous institutions like universities and polytechnics. Despite continued discussion, Council has found itself unable until 1979³ to resolve the dilemma which had faced it throughout the whole debate: namely, how it could continue to honour the obligations placed upon it in its Charter and preserve the best aspects of the system and at the same time, respond to the demands of those institutions which now wished to assume greater and more direct control over the validation of their own academic developments. Its existing policy, announced in June 1979, to be progressively implemented from September 1979, is to an extent a modification of the earlier system.

50. The principles underlying the current system are that before a CNAA course can be offered by an institution not previously associated with the Council, the Council has to assure itself:⁴

- a. That the institution will constitute a satisfactory environment overall within which its course may be conducted, and
- b. That the institution will be able to offer its students the right quality of educational experience.

51. The assessment is normally carried out by members of appropriate Subject Boards of the Council serviced and perhaps advised by officers by means of a visit to the institution. In addition, the Council itself conducts a quinquennial cycle of visits to institutions which are already offering courses leading to its awards. Before a visit takes place the institution to be visited is required to submit a concise report detailing:

- a. Its academic structure so as to show the relationship between its Governing Board and Academic Board; how the Academic Board exercises control in academic matters; the support it receives from its committee, faculty and departmental structure, and the part played by staff and students in the process of decision making.
- b. Its policies on research.
- c. Its academic development plan and its procedures for the planning of individual courses.
- d. The methods by which this is produced and how resources will be allocated to support the development plan, together with the facilities available and planned for.
- e. Its accommodation - in terms of lecture/seminar/tutorial rooms; staff offices or work rooms; laboratories, workshops etc.
- f. Its administrative and technical support both in terms of quality and quantity.

52. The visit⁵ to the institution may take the form of:

- a. A meeting with the Director/Principal and senior staff.

5. This refers to an 'Institutional Visit' by 'Council' undertaken to establish the institution as being suitable. Course review visits, or course validation will be additional to this process. See paragraphs 58 and 59.

- b. Discussions between groups of the visiting party with groups of staff.
- c. A meeting with the Academic Board.

The visits are treated not as inspections but as opportunities for dialogue, guidance and advice. The Council also benefits from such discussion and modifies its policies and practices in the light of them.

53. CNA A is concerned that the college as a whole should provide a suitable environment for learning at degree level. There must be an academic organisation capable of maintaining standards (normally the Academic Board and its sub-committees). The institution must have made progress towards becoming an independent, confident but self-critical, academic community, and maintain or improve that situation.¹ Monitoring the situation remains a difficulty for the CNA A in that this can only be done infrequently at quinquennial review or re-submissions. A consultative conference of external examiners and others has rejected the idea that this duty could be properly added to their other duties. No clear statement about the formation and detailed operation of course teams exists but some form of teaming is regarded as essential.

- H 54. Preparation of documents helps clarify aims and objectives and requires the setting up of an academic team which identifies strongly with the course. It is still regarded as very important, though need not be as full as expected in the past, nor presented in a uniform format. Submissions include reference to the items mentioned in paragraph 39 above. Normally Boards consider submissions and if these are satisfactory a visit is made.

55. Council states that it is essential that the course team should be imaginative and of high intellectual calibre, as well as good teachers. Team leaders are expected to have high academic qualifications, suitable teaching experience, and research or consultancy experience in a relevant field of employment. The co-ordination of staff as a team committed to a particular course or courses is regarded as vital and discussion in visitation is to explore this. Where a course is industrially or professionally oriented CNA A expects there to be staff who are consulted by the relevant industry and that there will be good interchange between staff and such firms. Staff are expected to have the opportunity for further study, research, consultancy or secondment. Before a course is approved there must be an adequate nucleus of staff who can run it already in post and firm proposals for additional staff to be appointed as the course develops.²

56. Officers servicing subject boards and panels have a major role in studying documentation of submissions and seeking any obvious clarification before the Board meets to discuss whether or not to move on to the next stage, the visit to the college. Officers take part in visits to colleges and also visit them to discuss proposed new courses once the planning is sufficiently advanced to be incorporated into a document. Officers take part in drafting regulations and revising existing ones:³ For example, the revision of Statement No. 3, Regulations for the Award of First Degrees, which involved a complete review of Council's philosophy and regulations on first degree courses, which took a year to complete, was considered by officers as well as committees and Council itself.

- NO 57. Once a course is approved, student assessment is virtually left to the college. However, the Council lays down a number of basic, essential requirements, e.g. that all significant parts of the course must be assessed. In addition it issues notes for guidance, stressing, however, that methods of assessment are seen as an integral part of the course structure and teaching method, which are viewed as matters for continuing discussion and development with the colleges themselves. The notes for guidance⁴ cover examination boards, appointment and role of external examiners and schemes of assessment. Examination Boards must be appointed by the college for every course and will normally have authority delegated from the Academic Board. The notes list the expected membership and its responsibilities; to consider draft examinations papers and to assess students - having the final decision except where external examiners reach a collective decision about an individual candidate. External examiners are nominated by the college and have to be approved by the CNA A. These meet with the college teams and discuss all final results.

58. Courses were previously approved for five years. The resulting quinquennial reviews became a major feature of organisational life. Under the new procedures new courses, or old ones falling due for renewal may be reviewed and approved without visitation or more usually with a progress review visit.⁵ In short the Boards will take account of what they know about the academic maturity of the

1. The CNA A has been very successful in that many institutions have become self-critical, and confident. This has led to the situation discussed above in the latter part of paragraph 49. It is also illustrated well in paragraphs 204 and 205.

2. There is remaining ambiguity about the balance between course documentation validation, and team validation. For a further discussion of these issues see Alexander, Robin. What is a course? Curriculum models and CNA A validation. *Journal of Further and Higher Education*. Vol. 3 No. 1, Spring 1979. pp. 31-45. A more caustic view which questions the ability of visiting panels to be consistent is in Bradshaw, Alan. Justice and the CNA A: A View from the Dungeon? Vol. 9 No. 1 *The Social Science Teacher* October 1979 pp.24-27. E

3. Despite their major real roles the ideology is clearly towards the traditional role of servicing of committees as an informed servant, and not that of being a member much less a significant master. See also discussion in note to paragraph 301 and also 333.

4. New Notes for Guidance are due to be issued approximately April 1980.

5. See above paragraphs 49 and 52.

⁶ 'Procedures' relates to Council activities 'Regulations' to what is required of Colleges and Institutions

Some details are set out in the Notes for Guidance and (in particular) in Section II of the *Principles and Regulations for the Awards of the Council's First Degrees and Diplomas of Higher Education*. CNA A, 1979.

institution concerned and of the internal review procedures of the institution. Minor alteration to courses may take place more easily than hitherto.

1. See also the 'Blue Book'.

59. Normally a course review visit will take place when two cohorts of students have emerged. The institution will then have:¹

- a. The syllabuses, booklists, and course regulations in the form in which these are given to students.
- b. The recent report of the external examiners.
- c. The curricula vitae of the staff teaching the course, including their current activities.
- d. Statistics of cohort progression.
- e. A critical appraisal of the course, based on the institution's own internal evaluation.
- f. A statement of matters which the institution wishes to discuss with the visiting party, with any necessary supporting papers.

60. It is assumed that in the case of a smoothly running institution, the only special preparation for the visit will be f. above, although even here it is envisaged that the issues will largely be covered by internal papers. An essential characteristic of such a visit is that it will not focus upon the discussion of a proposal, but upon an actual living course and its academic health. The emphasis will be on the pro-active role which the members of the visiting party can play in discussion with staff on the further development of the course. Visiting parties will be interested in how the subject or subjects of the course are being taught, how the staff are keeping themselves and the course up-to-date, what comments the students have on the course, and how problems are being met as they arise.²

2. Blue Book, Appendix A para 2.3.3.

61. Council will continue to have institutional visits and reviews but progress with this new series is still problematical. Clearly there is an intention to use more fully the internal processes, but the whole set of processes may be subject to review by the new Committee of Institutions.

3. The evaluation of specific courses has always been in effect outside the scope of CNAAB. This has in part led to the new emphasis in 'Partnership in Validation' on internal college processes of evaluation. Great interest is now shown in this. See *Evaluation Newsletter* ISSN 0141 6448 and in particular Vol. 3 No. 2 Sept. 1979 of that Serial.

G 62. The CNAAB carries out a lot of evaluation and development without having a specific research department.³ It is carried out through the Committees setting up working parties to survey and report on key topics. Conferences are also organised by Committees and the exchange of ideas which they engender provides guidance for the Committees in respect of future policy. In addition to conferences, other meetings are occasionally held, such as the one day meeting in 1977 to develop the relationship between Council staff and administrators in institutions offering CNAAB approved courses. A survey of CNAAB's history, function and structure was given and the programme considered the procedures involved in student registration, collection of statistical information and conferment of awards. Discussion led to suggestions about finances, external examiners, the rolling programme for course validation and an introduction to the Council's information file held on tape and processed by computer. The meeting was thought especially valuable in answering some of the difficulties participants had experienced or anticipated and in explaining the academic principles against which the procedures had evolved. As a result further meetings of this kind are being considered.

4. See those cited above

J 63. Council produces a fairly wide range of publications. There is the annual report, the Commentary, the DMS Bulletin, the Directories of Courses, and its Regulations and a wide range of general publications.⁴ At the most general level its publications are useful, well received and informative yet give little guidance in penetrating the mysteries of validation and approval. The CNAAB Commentary is a newsletter published since 1973 once or twice a year which aims to give regular information about matters currently under discussion, policies it adopts and courses it approves, staff changes, conferences and so on. It aims at giving an overall picture of the Council's activities to Committees and Subject Board members, teachers, students and interested professional bodies. Council plans to produce, in due course, possibly on an annual basis, a publication equivalent to a university calendar which would contain, among other matters, current regulations relating to Council awards. Meanwhile it continues to publish statements and circulars.

5. See paragraph 47.

L 64. The Officers⁵ are willing to discuss all aspects of the Council's procedures with any college which desires such discussion. They are also willing to discuss in detail any aspect of colleges' ongoing CNAAB work. They will discuss proposed

new courses with colleges but not until thinking is sufficiently advanced to be incorporated into a document. This caution is because Council does not want to be seen as prescribing some formulae which must be satisfied before approval is granted, nor does it want to do anything which might, or might appear to, inhibit innovation. There is also provision for visits to colleges by representatives of Council which are not concerned with validating courses but are for general discussion and discussion of particular educational matters. It is hoped that they will strengthen the partnership between college and the Council.

- M 65. The Council was established as a result of the recommendation of a Prime Minister's Committee. It continues to respond to central policy by taking responsibility for Art and Design Education, Management and developing its non-degree award structure via the Diploma of Higher Education.¹ Its boundaries are set not only by its Charter, but in a sense by other developments, such as the establishment of the Technician Education Council and the Central Council for Education and Training in Social Work. It clearly enjoys the confidence of the DES and is asked to submit its comments on all appropriate issues by central government and professional bodies. It has developed and acquired a central place in all higher education.

1. Lane, M. *Design for degrees*. Macmillan, 1975. ISBN 0-333-18066-6.

Lawler, John. *Higher education: patterns of change in the 1970s*. Routledge & Kegan Paul, 1972. ISBN 0-7100-7352-6.

Pratt, J. and Burgess, T. *Polytechnics: a report*. Pitman, 1974. ISBN 0-273-00325-9.

SECTION VI

Technician Education Council

- A 66. As a result of an accumulation of governmental recommendations and decisions there were by 1967 four different types of route to awards, at three levels, appropriate for technicians or comparable occupations and administered by some thirty-three organisations. This situation was further complicated by the developments likely to take place as a result of the establishment of the Industrial Training Boards and the CNAA in 1964. The Secretary of State for Education and Science and the whole government of the day felt it was particularly responsible for securing the provision of an appropriately trained skilled labour force and invited in May 1967 the National Advisory Council on Education for Industry and Commerce (NACEIC) to review the national pattern and organisation of technician courses and examinations. In September 1967 a Committee of the NACEIC was established under the Chairmanship of Dr. Haslegrave. It conducted extensive enquiries and reported in 1969 and recommended the establishment by the Secretary of State of two councils, the Technician Education Council (TEC) and the Business Education Council (BEC) to develop a unified national pattern of courses in, respectively, the technical sector and the business sector.¹ It also recommended the establishment of strong consultative and operational links between the two including a standing consultative committee which should consider computer courses,² and that the administrative work of both Councils should be carried out by the C & GLI.

1. National Advisory Council on Education for Industry and Commerce, *Report of the Committee on Technician Courses and Examinations* HMSO, 1969. ISBN 0-11-270143-4.

2. This recommendation led to the establishment of a Joint Committee to be responsible for Computer Courses. This Committee is serviced by BEC. Other liaison groups also exist, and a Joint Committee for Mathematics and Statistics serviced by TEC.

3. *Policy Statement*. TEC, June 1974.

- B 67. After considerable consultation, and a change of government, the two Councils were established, the TEC in March 1973. The Technician Education Council was given the following terms of reference:

*'The Council will be concerned in the development of policies for schemes of technical education for persons at all levels of technician occupations in industry and elsewhere. To this end, it will, as proposed in the Haslegrave Report, plan, administer and keep under review the development of a unified national system of courses for such people and will devise or approve suitable courses, establish and assess standards of performance, and award certificates and diplomas as appropriate.'*³

The Technician Education Council was established as a company limited by Guarantee and its members appointed by the Secretary of State for Education and Science. It was envisaged by all that the Council should eventually become self-financing by the payment of registration fees from the enrolling students but it has not yet achieved this position which remains its aim. During 1978/79 its budget was about £1½ million of which about a third came from exchequer grant. It is hoped that by late 1980 it will be self-funding from fee income. National government departments appoint seven assessors but do not attempt to influence or direct the Council in its educational or training policies. Relationships with DES (in particular) are good and liaison meetings are held with officers from time to time.

- C D 68. The Council consists of twenty-five members of whom about one half come from teaching institutions and local authorities; and about one half from industry, professional and training bodies.⁴ The Chairman is appointed on a part-time basis and draws an appropriate emolument, but all other members have honorary appointments. They work primarily through three main committees (Education, Resources and Organisation, and Research)⁵ and a series of other committees and working parties. Of particular importance is the structure of sector and programme committees. There are three sector committees for Engineering; Building and Extractive Industries; and Science, Textiles and Catering. Beneath these three main sector committees are the twenty-one programme committees. All of these committees have a balance of membership between educational institutions on the one hand and industrial and professional associations on the other hand. The balance of its membership and committee structures is to achieve its intent that

*'the qualifications which it awards should be well understood and recognised in the community at large so that there is a system of awards which has a truly national, and international, currency.'*⁶

4. Council may co-opt up to three extra members.

5. The three main committees contain a significant majority of Council Members. The Sector and Programme Committees do not.

6. *Preliminary Statement*. TEC, October 1973.

1. This Committee, known as 'DATEC' has established slightly different ways of working and validating courses than the three main sectors. Its public announcement and work has taken place too recently for inclusion in this report.

2. Revisions of such policy would now be undertaken by the Education Committee. The working party consisted wholly of Council Members.

3. Robbins Report op. cit.

4. Preliminary Statement op. cit.

5. Hanrott, F. The Council's plans. *Coombe Lodge Report*. Vol. 7 No. 3, 1974. p.128.

6. Policy Statement op. cit. It is difficult to assess how big the system will be. By 1978/79, 2628 award programmes had been approved in 366 colleges, and about 89,000 students were enrolled (see 'TEC Five Years On': ref. below).

7. Policy Statement op. cit.

8. See TEC Information Sheet No. 3 Sept. 1978 and Hanrott, F. *TEC Five Years on* Sheffield ACFHE June 1979. The latter document contains an authoritative view of the initial period of TEC developments.

9. Many of these were notified to colleges in *J* TEC News, Nos. 3, 7 and 9, for example.

See also Russell, T.J. *The Curriculum Development Workshops at Coombe Lodge* Paper No. 1242 *Coombe Lodge Information Papers* November 1977. Blagdon, Coombe Lodge.

F 69 The Committee for Art and Design was established in late 1977 with a further four 'area committees' for the validation of courses in applied Art and Design.¹

Council early established a working party on educational policy and this working party produced (for Council's approval) the basic policies concerning the name, character, type and levels of award as well as the recommendations of the basic character of the Council as a validating body.² The detailed work of validation is carried out by programme committees and their working parties. In October 1973 the Council announced the basic relationship of itself to the colleges in language remarkably reminiscent of Robbins:³

*'While the Council has a national responsibility for establishing and maintaining standards and will be producing guidelines within which courses and examinations leading to its awards will be conducted, it believes that any form of education is likely to be more successful if the teacher has sufficient measure of control over what he teaches and is involved in its assessment. The Council intends that, wherever possible, there should be freedom for colleges in co-operation with industry to plan and operate their own programmes, within the Council's guidelines.'*⁴

This statement was made again in the Policy Statement of the Council in May 1974. The above statement would seem to indicate a preference for college designed submissions and the Chief Officer stated that

*'Earlier statements published by the Council gave an indication of its method of operation - that it will be a validating body, an external examining body for those colleges who require this service, and will have a research and development role.'*⁵

Yet the statement of the Council allowed for wide variations of response *'The Council recognises that some colleges may not wish to put forward their own schemes or will not be in a position to do so and for these it will provide a TEC programme, through the appropriate Programme Committee...*

... Although the Council offers colleges the possibility of designing their own programmes for submission and approval, it realises that this could place heavy demands on staff time and other resources. Moreover particularly at the earlier stages of technician education, the scope for significant differences in the content of programme material is bound to be limited...

*... The Council has therefore decided to design standard units ... in detail or outline, and expects that many college Certificate and Diploma programmes will consist of such units, together with other units designed by the college which are likely to be related to local or special industrial needs. It will be open to colleges to submit their own proposals as alternatives to standard units.'*⁶

E F J 70. In September 1975 the first working parties for the writing of 'Standard Units' were established. By September 1978 some 55 guidelines for standard programmes had been passed by programme committees with several hundred Standard Units to comprise them, with only three programme committees not approving standard units for their area of work.⁷ The production of these standard programme guidelines and Standard Units has become the responsibility of the programme committees themselves. A key decision announced in the Policy Statement was that Council would prefer its courses to be Unit based (rather than 'grouped courses') although it would accept for consideration college proposals for other systems.⁸ On the Unit basis students would be able to claim some exemptions from study, and the system would be a more flexible system. Centrally designed 'Standard Units' would be available.

E F 71. To assist colleges in the presentation of their submissions the Council produced during 1975 and 1976 nineteen circular letters and seven notes for guidance. Many other institutions such as Colleges of Education (Technical), the RACs, and the Council for Educational Technology as well as the Further Education Staff College⁹ began to produce courses and conferences to assist colleges in their curriculum development tasks. The documentation due to emerge from colleges would clearly be voluminous since, in the end, several thousand schemes would need to emerge; and the system would have to be flexible to allow for the varieties of types of submission from wholly college designed to wholly standard programmes. A fairly complex submission document detailing some of the information on the colleges, the Units of the proposed programmes and their method of assessment and other details became necessary. These forms were processed by validation working parties of the programme committees. After an initial period in which many programmes were wholly college designed most programmes at the Certificate and Diploma level consist mainly of Standard Units. This is not expected to be quite so much the case at the Higher level.

1. Some exceptions have been made at the request of statutory bodies such as the Mining Qualifications Board, and also for Nautical Studies.

2. The Council's policy was that where a college had had reasonable experience of running a course for which the TEC programme was a direct replacement, it did not have to provide information about resources. As this applied in the great majority of cases, the Council had only to pay comparatively few visits to satisfy itself about resources for programmes.

3. TEC News No. 8 June 1978 p.5 & 6.

4. It is considering a Note for Guidance on Workshop, Practical and Lab Work.

N 72. The policy of the Council to provide for central examination of performance in Standard Units has not yet been implemented.¹ A great deal of the Council's relationship to the programmes or courses and their examination has been through the initial submission document and subsequent moderation. Few visits have been made to the colleges by TEC officers for the purpose of validation. One reason for this was that by and large most of the submissions represent replacements of existing courses already running well,² and a second reason was the large pressure of work. As the pressure of validation eases visits may become a larger part of the re-validation processes and may also play a larger part of the work of the Art and Design Committee. In these circumstances the external moderation of the internally set examinations is a central part of the system.

N 73. The Council has in fact left all the assessment, with external moderation, to the colleges to determine. The whole approach of Council to assessment methods is that it leaves a broad spectrum of methods to colleges. It clearly encourages the assessment of practical and project activity as part of the overall assessment (and of work experience for full-time students) as well as the use of objective test formats. All of the Standard Units of the Council are presented in the objective format used in its own Guidance Notes Nos. 1 and 2, documents which, while they do not contain the only permitted presentation policy, dominate schemes submitted to Council. This format lends itself to objective test format. In the simple material issued by Council all forms of assessment are used.

H *'The essential task of the moderator - and this is the heart of the system - is to monitor the operation of the programme as a whole and, if necessary, give advice and guidance to the college on possible minor changes, which the moderator has the authority to approve. The major part of his role involves assessment, and in particular, monitoring and participating in the assessment by the colleges of the Level III units and any Level II units that are terminal in a specific subject area.'*

*'... During the visits, discussions should take place with the lecturing staff and possibly the students, about the implementation of the programme and whether the programme is meeting the personal needs of the student and the needs of the industry. The moderator is concerned with all the assessment that contributes to the award, e.g. phase tests, other forms of in-course assessment, and end-of-unit examinations. The final decision on the result of such assessments should be made by the moderator, in co-operation with the teaching team.'*³

EN 74. Several hundred part-time moderators have been appointed by Council mostly from college staff to monitor the implementation and assessment of programmes. Moderators look at schemes rather than units but have access via the Council's officers and the five full-time moderators to particular subject expertise where they so require it. Moderators are given detailed guidance and report to Council in certain standardised procedures thus providing one of the bases of longer term monitoring and evaluation. Moderators annual reports and revalidation reports are a vital part of the system, particularly for making small changes to programmes as experience may require. They are also called to regional and national meetings for co-ordination and feedback to Council.

O 75. In accordance with the policy of validating college designed programmes the Council leaves a full discretion to colleges in the detailed arrangements for learning. Its examinations policy already described allows for all forms and it is not unmindful of the possibility of developing more and more appropriate learning methods.⁴ This was one of the topics for discussion at the first national conference of moderators held in September 1978. The Council has expressed interest and encouragement in the development of correspondence and distance teaching methods where the conditions of employment justify such methods.

E 76. Both in the management and servicing of Council business and in the generation of draft policy statements, circulars, guidance notes and the review of proposals made to Council, officers must play an important role. They have a significant role in advising on Programme Committee and Working Party membership. The Council directly employs only a Chief Officer, a Deputy Chief Officer, an Assistant Chief Officer and five full-time moderators. It acquires all its administrative services from the C & GLI. Although its thirteen Advisory Officers are technically employed by the C & GLI they have been especially recruited and selected by the Chief Officers of TEC from the world of technical and higher education (including that of the armed forces) after a considerable experience in

it. The C & GLI has also been able to recruit or apply to the work a further twenty administrators. Without all these the high level of professional competence displayed would not have been easy.

KL 77. Officers have been made freely available to all groups or institutions running conferences or workshops about TEC or its development. They have travelled and spoken extensively. The wide interest shown has meant that there has been little necessity for the Council to develop its own structure of conferences to any large degree although it has held some, as appropriate, frequently with specific sector interest.

J 78. The many statements, circulars, guidance notes, Standard Units and programme recommendations and information sheets are easily available from the Council and freely distributed on a wide circulation. In addition there is TEC News published quarterly giving information on progress, publications, courses and conferences about TEC. It is also widely distributed.

G 79. The Council has established a Research Committee but, being so new, has not yet directly conducted much research. It has co-operated with some evaluation research being carried out by the National Foundation for Educational Research and the Further Education Curriculum Review and Development Unit (FEU).¹ The FEU is concentrating on the effect of TEC on curriculum development in the colleges, focusing on programme structures, teaching methods and assessment procedures. The use of staff and resources will also be considered as well as staff training and development. This is particularly important because no statement about the attitude of Council to college organisation is available. It clearly hopes for high teacher involvement, and has had the effect of changing much college organisation, but has no specific requirement on this subject for its validation procedures.² A new group of officers is in the process of being established and this will have a more clearly defined role in Research, Development and Monitoring. It will look in particular at Assessment and External Moderation.

1. See TEC News No. 11 December 1978 p.3.

2. the Council clearly expects some form of team work particularly in the examination and awarding processes. Some reference is made to these on the validation documents and the guidance to moderators. In the sense of a publicly available statement there is little available.

SECTION VII

Business Education Council

1. See also paragraph 66.

A 80. The Haslegrave Committee¹ took within its brief the education of all those occupations with a comparable level of skill, knowledge and responsibility to those more usually known in production industry as Technicians. It thus considered within its brief the field of Business, Computer Studies and Public Administration. It recommended the establishment of the Business Education Council to administer courses in Business Education.

A B 81. The Business Education Council was established by the Secretary of State for Education and Science as a Company Limited by Guarantee in May 1974 with the following terms of reference:

'to provide, develop and encourage the advancement of education in the broad fields of business, public administration and commerce and for that purpose:-'

- a. *To devise, prepare, develop, review and ... approve policies for schemes of education for people in England, Wales and Northern Ireland and elsewhere outside the United Kingdom whose interests lie in business, public administration and commerce and whose needs are not met by courses for Degrees ... on the one hand or by courses limited to simple office skills such as shorthand and typewriting on the other.*
- b. *To plan, administer and keep under review the development of a unified national system of courses for such persons.*
- c. *To ... award and provide for the awarding of appropriate certificates, diplomas, qualifications and distinctions.*²

2. Extracted from the (revised) Memorandum and Articles of Association of The Business Education Council (25-6-75).

It was envisaged by all that Council should become self-financing mainly by the payment of student registration or examination fees and this was achieved by the year 1976/77. The Secretary of State for Education and Science may appoint up to thirty members who form the Council, the Chairman of Council and two Assessors. Four other departments of the United Kingdom government may appoint one Assessor each. Since the establishment of the Council the Secretary of State has not attempted to influence or direct the Council in the content of its educational and training policies. The Council has close and cordial relationships with the DES.

C 82. The DES, in nominating persons to Council, clearly maintains a balance of the interests of the teaching institutions, of the providing authorities and of the interests of Business and Professional Bodies. All appointments are honorific except that of Chairman which is regarded as a part-time appointment and for which an appropriate emolument is made.

For the initial four or five years of drawing up its programmes and introducing them, Council chose to work through three main ('first tier') Committees each of which was drawn primarily from Council with a small additional invited membership. These were the Finance and General Purposes Committee, the Education Committee, and the Research and Monitoring Committee.³ Now that nearly all the old award structures have been replaced Council has revised its Committee Structures and this is discussed below.⁴

3. Council was asked to take over and administer the old award structures and did so with a series of Ad. Hoc Committees. See *First policy statement*, BEC, March 1976, pp. 29-31.

4. See paragraph 93 below.

83. Council has had to feel assured that courses leading to its awards provide the student with a sound educational foundation for business and administration. An employer or professional body must be able to assume that an employee or prospective employee who has gained a BEC award has received an education which is relevant to the needs of business and has reached an acknowledged level of attainment. In order to ensure this Council decisions are seen to need to depend on the decisions reached being based on experience gained from a study of the existing national awards, from research conducted both on behalf of Council itself and by other bodies and from continuous consultation with a wide range of interested organisations and individuals.⁵ An important part of that consultation was the publication of Council's 'Consultative Document' in June 1975 and the replies from employers, trade unions, professional bodies, colleges, universities and others. Over 300 written submissions were received. As a result Council modified a number of its original proposals.⁶

5. See also paragraph 93 below.

6. See *first policy statement* (op. cit.), P.11.

D 84. A key decision made, and announced in the 'First Policy Statement', was that the awards and courses leading to them should be devised and validated by four separate boards. The membership of these boards is drawn primarily from people who are not members of the Council although they represent a balance of teacher and industrial interests. It became clear, however, that many, particularly those in the teaching institutions, wished to establish the maximum degree of communality between the 'cores' of study required by each of the four boards. To achieve this extra cross-board working parties were established in March 1977 for developing the common core modules. These working parties consisted partly of board members, and partly of extra members selected for their known expertise in the area. These working parties were serviced by officers who clearly had a great influence in structuring the work and preparing it for final publication.

F 85. It was also clear from the earliest days that the amount and character of teacher involvement in programme design and student assessment would vary considerably from level to level. At the lowest of course levels, for the school leaver with few qualifications (General level) the course outlined should be designed centrally, and a significant part of the assessment would also be so administered. At the next level, for school leavers and others with more qualifications (National level) most course outlines could be largely centrally designed, but that it would be best if significant parts or all of the assessment should be locally administered (with central monitoring). In the case of courses leading to the Higher awards, only the most general of outline guidance concerning assessment or the essential core requirements has been given to the colleges. It was within these prior decisions that the Boards and the extra Working Parties were required to work. The policy was not to be rigid: At both General and National level colleges would be free to submit 'option modules' that they had designed themselves. Further, after some experience of running centrally designed 'core', they would be allowed to submit their own designs.

E 86. Within this framework the professional skills of the officers of the Council are of the greatest significance. At first, following the ideas laid down in the Haslegrave Report¹ it directly employed only a Chief Officer and a Deputy Chief Officer. It acquired all its administrative support from the C & GLI who appointed to their staff a number of professional and administrative staff selected by Council. The professional staff have all had significant industrial or educational experience and together represent a broad range of interests and experience. In November 1979, the C & GLI and BEC announced their separation in the following terms:

'BEC's progress has been such that it is now well established, ahead of the schedule originally planned. It has for some time been financially independent, gaining its income from fees derived from courses leading to its awards. Over the five years of BEC's existence, the Institute has provided advice and information about facilities and procedures needed to effect the Council's policies. This, together with the build up of a team of experienced and qualified staff has been of crucial importance in preparing the Council for the planned change to accepting full employer responsibility for its staff and establishing its own separate headquarters, in High Holborn, early in 1980.

Some residual services will continue to be provided for BEC by the Institute and it is also planned that the Business Education Council and City and Guilds of London Institute will continue to co-operate closely in the matters of mutual concern. The Chairman of the Business Education Council wishes to put on record his sincere thanks and those of the Council for the support which the City and Guilds of London Institute has given to BEC during its early formative years and in particular for the constructive and co-operative way in which the City and Guilds have facilitated BEC's early move.²

1. See also paragraphs 66 and 76.

2. Joint Statement (0013/6) issued to the Press 14-10-79.

H 87. Inspection of the publications of the Council indicates that the specifications it gives to its courses is, in general, more detailed than the old award structures they replace, and most lead from Introduction to Aims, to General Objectives to Learning Objectives. It did not make any particular format mandatory on its working parties or others submitting material to it but the common format that has emerged is that each module proceeds through aims to general objectives, to learning objectives which are fairly detailed. It is clear that the Council and its officers prefer to regard their approach as that of 'learning' or 'intellectual process' oriented rather than 'behavioural' objectives. The published syllabus and course specification work of the Council is largely in this form.

1. BEC has made no overt requirement of college organisation but has recommended this. Its moderator system seems to expect the teachers to work as a team and meet as a course board for student assessment. The Special Issue of BEC News (Spring 1979: ISSN 0309 3697) contains very interesting material on college organisation but does not, in the end, recommend.

2. BEC News No. 1 December 1976
BEC News No. 2 Summer 1977

3. See also para 213 below, and for example BEC News No. 6 Winter 1979.

4. BEC News No. 6 has given information on teaching with Case Studies, the location of Assignment Banks and of courses in Writing Assignments. This is in addition to the illustrative material sent to all centres in the late summer of 1978.

Teaching/Learning Strategies and Assignments, BEC General Awards, BEC Summer 1978.

Teaching/Learning Strategies and Assignments, BEC National Awards, BEC Autumn 1978.

5. College designed within the framework of advice and outline specifications of Council.

J 88. The Council and its officers clearly see the publications of the Council as a valuable communication to teachers. The mailing lists of the Council are extensive, and in the development phase individuals or units within colleges could have their names added to the lists to ensure that they quickly acquired the up-to-date information. It was the policy of the Council, at least in this development phase, to make as few charges for publications as possible. Publications are usually marked with the rubric 'Further copies of this document may be obtained by photocopying or from the Council' thus indicating a policy of easy and cheap access. 'BEC News' an irregular series of broadsheets is clearly seen as an important and useful communication to teachers and others. Much of the material is specifically addressed to teachers. Issue No. 1 encouraged the formation of college teams.¹ Issue No. 2² named all the (then) BEC officers and encouraged letters and telephone contact between the colleges and officers, and this information is regularly updated. The BEC officers, in addition to their committee servicing responsibilities were also given regional responsibilities. The responsibilities of named Administrative Officers have also been given. In this way colleges quickly identified key contact points in the organisation.³

KL 89. The Council has itself convened few conferences to announce its plans, etc., to teachers. Yet it is the only curriculum body in the country which has convened a working committee of the four colleges of education (technical) and the FESC, to plan and integrate their conferences and workshops to assist in the implementation of 'BEC'. This meeting has facilitated development and co-operation in this field and the Council has promised and given full officer and material support to such ventures and provided for teachers a collected list of all such workshops of which it has been notified. Officers have in this development period maintained a very high level of availability to teachers and have encouraged colleges or consortia of colleges to make requests for speakers as well as any other professional or business groups who have also been so encouraged. It is clear that the officers regard their presence, while further development work is being undertaken by teachers, as a major priority in their work programme.

NO 90. A central part of the new philosophy of the Business Education Council is that students should be able at the end of their course to apply what they have learned to an understanding or solution of a real business problem. It is further insistent that the most likely way that students will achieve this is through a variety of 'assignments', or activity based learning situations which while representing an abstraction from reality, nevertheless are more real than some of the academic exercises which were often associated with traditional business studies. Within these assignments there would be a significant use of the four themes, identified in the first policy statement, as running through all business activity. These 'assignments' come closest to the philosophy when they are cross-modular-assignments; that is they are exercises which specifically draw on learning from many of the modules of a course and in which the student clearly links and uses the learning from three or more modules. These assignments have been made a central part of the course by the Council since they have become central to the assessment requirements of the Council.⁴

L 91. It is the policy of the Council that at the General Level the core should be examined centrally leaving the colleges some discretion about their examination procedures for the optional modules. At the National and Higher levels both core and option modules are examined by the college with a clear expectation that some of the assessment should be of in-course assignments. There is at all levels the requirement for successful completion of cross-modular assignments taken during the course. These requirements for assessed assignments have a clear effect on the teaching and learning strategies available to the teachers and constitutes an innovation in Business Education in that it has become a requirement for all students. Council and its officers have actively promulgated ideas in this field and have encouraged teacher workshops, resource exchanges, book and TV production.

F 92. The documentation required for submission to Council for the running of a National or General level course has been kept to a minimum, although it is inevitably greater for the validation of the college designed Higher awards.⁵ The detailed administration of the schemes is overseen by a large number of part-time moderators (mostly college teachers) who visit colleges at least three times a year. Training workshops for moderators have been provided and they have been closely advised on working procedures and provided with checklists for investigation during their visits to the programme. They are clearly seen as a key

part of the implementation of the change processes required as a result of Council's policy, acting as both catalyst and monitor with effective feedback to Council.

- G 93. Now that the courses of the Council are established Council has reorganised its committee structures. There is a small Finance and General Purposes Committee drawn from Council; and two larger committees more widely drawn, the Educational Policy Implementation Committee and the Planning and Monitoring Committee. The last two committees have functions which are clearly indicated in their titles. The earlier Research and Monitoring Committee did a considerable amount of work developing a monitoring system and data bank for the Council. Before that two surveys were conducted of students, colleges and employers relevant to the old award structure. BEC appointed an officer to be responsible for research in 1979. Council following further consultations has also added a Post Experience Committee to its structure and following the accession of the Certificate in Management Studies scheme another new committee of that name.

SECTION VIII

Central Council for Education and Training in Social Work

1. As a result of the Local Authority Social Services Act 1970, amending the Health Visiting and Social Work (Training) Act 1962.

2. Much of the following is based on 'The Central Council for Education and Training in Social Work: Its Functions and Structure' CCETSW Leaflet No. 3, June 1978 (Amended November 1978)

3. Its responsibilities are statutory and implemented via Orders in Privy Council and Statutory Instruments.

4. The Council issues irregular reports. Report 1 1971-73; Report 2 1973-74; Report 3 1974-77.

A 94. The Central Council for Education and Training in Social Work (CCETSW) is a different type of body to those discussed so far in this report. Each of the four discussed so far has a brief primarily concerned with the granting of awards, qualifications, or certificates. They are closely connected to the educational service and each has a fairly wide field. CCETSW on the other hand was established by the Department of Health and Social Security, has a narrower field of activity but a more diverse brief in that it has other responsibilities than those of qualification. The CCETSW was established in October 1971¹ to take over the responsibilities of the former Central Training Council in Child Care, the Council for Training in Social Work and the Recruitment and Training Committee of the Advisory Council for Probation and After-Care.² In October 1974 the Social Work Advisory Service was merged with the Council. The responsibilities of the CCETSW are:³

- a. the promotion of social work education;
- b. exploration of the changing training needs of the social services;
- c. recruitment to the social services;
- d. the provision of information about social work careers and courses;
- e. the recognition of training courses for all social work services, statutory and voluntary, in terms of qualifying courses, in-service training and post-qualification staff development;
- f. research into the effectiveness of social work education.

B The Council is independent with statutory authority to promote training in all fields of social work. Its links with the DHSS are strong, though it has less direct connection to the DES. Its budget has to be approved by Health Ministers and the money is provided through the DHSS. The total cost (£1¼ million in 1978-9) is apportioned between England, Wales, Scotland and Northern Ireland in relation to population. We stress here the responsibilities (a) to (d) listed above because, unlike the other four bodies, it is directly funded to carry out these functions and is in no sense expected to be financially independent. The previously discussed four bodies accept the responsibilities in a general sense but fund them from current students.

C 95. Council is appointed for a three year term of office and in 1974-77⁴ had 60 members, representing:

- a. Employers, i.e. local authorities associations plus probation service and hospital boards;
- b. Educational bodies;
- c. Professional bodies;
- d. Government ministers
- e. and others (mainly advisory councils).

Council has a clear structure of nominating bodies that is made explicit in the periodic reports. The full Council meets only three times per year to make major decisions but detailed discussion of policy issues is carried on by its Committees.

C 96. The Policy and Planning Committee has a co-ordinating role. It has a membership of 15, including the chairmen of all the other Committees. Its function is to hold preliminary discussions on policy matters so that they can be more effectively debated by the Council and to facilitate the reconciliation of the interests represented by the national and programme committees. It has particular responsibilities in relation to:

- a. the harmonisation of regulations and guidelines
- b. the promotion of education and training in the light of manpower needs and staffing policies of the employing services and the availability of training resources
- c. recruitment to training

- d. issues related to curriculum content and educational development
- e. current issues of importance to the Council arising out of developments in further and higher education
- f. matters related to research undertaken by the Council.

C 97. The Finance and General Purposes Committee is responsible for the Council's own finances and resources. It also deals with staff matters and certain general aspects of the Council's work. The Committee may advise other Committees on the resource implications of their activities or proposed activities and make appropriate recommendations to the Council. The Committee may consider and make recommendations to the Council on matters relating to the constitution and powers of the Council generally. There are also three Committees of the Council in Scotland, Wales and Northern Ireland. Each is composed of members of the Council residing in these countries together with additional members so that the range of interests served is parallel to that of the Council itself. In Scotland and Northern Ireland, the arrangements are made in consultation with the Government. The Committee in Scotland works in liaison with the statutory Advisory Committee appointed by the Secretary of State, six of whose members are members of the Council. The three national committees carry responsibilities for the Council in their respective parts of the United Kingdom and advise the Council on planning, promotion and resource matters.

D 98. There are three programme Committees each responsible for a particular group of courses. They consider policies, procedures and planning in relation to the courses for which they are responsible and have powers to recognise and review courses in the United Kingdom. The first two of the Committees are assisted by panels of non-committee members who participate in visits for the purpose of recognition or review and offer specialised advice or comment on the proposals coming before the committee.

- a. The Professional Studies and Qualifications Committee (PSQ) recognises and reviews courses leading to the Certificate of Qualification in Social Work (CQSW) and other recognised professional awards now being phased out.
- b. The Post-Qualifying Studies Committee (PQS) approves and reviews programmes of post-qualifying studies.
- c. The Social Service Studies and Qualifications Committee (SSSQ) approves and reviews schemes leading to the Certificate in Social Service (CSS), courses leading to the Preliminary Certificate in Social Care¹ and In-Service Study Courses.

¹ Now replacing the earlier Preliminary Certificate in Residential Care.

E 99. In order to carry out its promotional and advisory functions the Council needs a large body of professional staff. On setting up the Council staff were seconded from the Home Office and elsewhere until the Council had recruited its own staff, within the establishment agreed with the DHSS. The Council's central office is in London but in 1974 it was decided to set up five regional teams for Scotland and Northern Ireland; London and the South East; Wales and the South West; the Midlands; and the North East and North West. This involved some adjustment of responsibilities. The Central Office's professional team consists of a Director, three Assistant Directors, about 23 Social Work Education Advisers (SWEAs) and Research staff. Each Assistant Director heads a team of SWEAs and administrative staff with clearly defined responsibilities, mainly along the lines indicated in the paragraph above. The remaining areas of central office work are the support services (including the information service) who are responsible to the Assistant Director (Registrar).

E L 100. In the regions the 35 staff are responsible for advising local institutions and agencies. Except for Edinburgh, which has an assistant director, each regional team of SWEAs is headed by a Principal SWEA. A number of officers at all levels take part in working parties which produce curriculum papers relating to the varying training needs of social workers and are concerned with an aspect of social work education, e.g. values or legal studies, or are focussed on the client group, e.g. training for employment in day centres.

F 101. On its establishment in 1971 the CCETSW took over responsibility for 150 courses leading to a range of qualifications. Within these courses entry qualifications, standards, duration and objectives varied considerably. The Council had to balance the need for rationalisation with the avoidance of imposing a rigid pattern of training for all students. All courses for professional field social

workers, whether graduate, non-graduate or post-graduate, if recognised by the CCETSW lead to the Certificate of Qualification in Social Work (CQSW) which is universally accepted by employing authorities for employment and salary purposes. For the purposes of recognition, the Council sets minimum standards for entry qualifications, academic content and should last two years, except those for graduates with social science qualifications for whom it is one year. These regulations are set out in the Council's 'Training Rules'.¹

1. The Training Rules have a statutory force but see also note to next paragraph.

F J H

102. One of the first tasks of the Council was to increase the number of training places (from 2,500 in 1972 to 4,000 in 1977: take-up now declining). But it recognised that along with increased numbers, courses had to be made more relevant to the needs of social workers. While Council does not prescribe the syllabus for the CQSW it has favoured and encouraged the trend towards a more generic approach, so that all students develop a similar basic core of skill and knowledge. From its inception, the CCETSW initiated a programme of curriculum reviews, examining the objectives of existing courses. The Training Rules specify only broad areas of study,² i.e.

Principles and practice of social work

Supervised practice in social work

Applied social studies (including human growth and behaviour; social policy, social administration and social services; and aspects of the social services relevant to social work).

2. More detailed guidelines to the colleges for their use in curriculum development are periodically issued and updated.

F G

103. In addition the Curriculum Development Committee was set up to consider the elements of social work education. The topics studied by this committee's working parties include values in social work; education and training for social work; and training for work with handicapped people. With the publication of these working parties' papers the Council acted as a forum for discussion, and the annual Bulletin gives an account of the follow-up which may consist of seminars and workshops as well as correspondence from social workers, educationalists and others, and lead to the eventual implementation of some of the ideas, perhaps in a changed form, in courses. The work of this previous committee is now absorbed into the new structure.

H P

104. The Council regarded courses for residential training as a more complex issue than field worker courses, so instead of immediately developing a qualification parallel to the CQSW it set up a working party which in 1973 made its recommendations to the Council. After subsequent discussion this led to the setting up of the Certificate in Social Services for existing social services staff who are not social workers. This would include some residential staff though not preclude others from taking the CQSW. The scheme began in 1975 with five pilot studies and is now provided in 18 centres. The CCETSW's documents³ relating to the CSS give aims and objectives in behavioural form for all courses and both standard units and options and stipulate staffing requirements, student selection procedures and so on. Although the fine detail is left to the local scheme this course, since it was initiated by the Council rather than already in operation at the Council's inception, has more Council control of its form. The CSS courses require the very close control of the course by a local Joint Management Committee including in its membership nearly half from co-operating social work agencies. It implies and encourages a close connection between management team activity, content and process development and certification.

3. CCETSW Paper 9.1 A New Form of Training: the CSS. 9.2 A Guide to Planning the CSS. 9.3 Further Guidance on Planning and Development of the CSS

105. Council approves a range of courses, some of the more specialised it is phasing out and replacing them with more generic courses. One of its largest is the Preliminary Certificate in Social Care aimed primarily at younger people entering work in social service. Council attaches great importance to Post Qualification Studies (including those for social work teachers and training officers) and has issued guidelines on them. The number of courses has expanded to meet staff development needs and Council has urged central and local government to find the funds required to run them. It also believes that short courses are a viable alternative and so is examining a range of educational and training tasks that can be successfully accomplished within a shorter time span and itself runs a programme of short courses on both a national and a regional basis.

F P

106. The process of course ratification is a two stage one. First agreement in principle is given to the type of course proposed and to its being promoted at a particular educational establishment. At the second stage the establishment is visited, detailed proposals about staff, resources, curriculum and availability of

field work practice placements are considered and if approved, full recognition is given. Once recognised, courses are periodically reviewed, normally every five years. Council controls the national balance of courses as well as considering the individual course's merits, balancing local and national need with merit.

N 107. In 1974 the Council decided that assessment of individual students on all CQSW courses should be the responsibility of the individual educational institution, which was not the case hitherto for some non-graduate courses. A statement and notes for guidance on the objectives, content and methods of assessment, the role and appointment of external examiners, and appeals of procedures is sent out to all institutions running courses. In recognising and reviewing courses Council must be satisfied that assessment and procedures are appropriate to the objectives of the course and objective means of testing both academic and practical work. Similar conditions apply to the CSS and the Preliminary Certificate in Social Care, and Council documents on those also strongly emphasize the suitability of continuous assessment. It should be noted though that the Council appoints its own assessors to each scheme (who have an external examiner/moderator role).

HO 108. Council favours an integrated approach in course design and organisation, but allows for a wide variety of methods in all courses, and different ways of grouping course material. CCETSW hopes that teachers of the various disciplines covered in the courses will help to plan the curriculum with social work staff and practice teachers so that they, as well as the students, are aware of conflicting theories and approaches. This should enable the programme to reflect some unity of purpose among staff and acknowledge student problems in coping with gaps in knowledge or conflicting theories. Its guidelines frequently draw attention to the learning situations in a way not common to other validating bodies considered elsewhere in this report. In its own words:

HOP *'The Council views the curriculum as more than a mere collection of syllabi and reading lists. It will wish to be informed of the teaching methods to be used, the learning objectives of the various sequences and the proportion of time it is planned to devote to various topics. The material should be presented in such a way that the committee can see not only the balance of the course as between areas of study, but also the ways in which the planning can enable the various parts of theoretical teaching to be integrated with the student's practice learning during placements. Timetables will need to show the amount of time available for tutorials and for reading and private study. In the Council's experience, neither an abnormally long working day nor a tightly packed timetable offer the best learning experience to students.'*¹

1. CCETSW Paper 15:1 Guidelines for Courses Leading to the CQSW

109. For the CSS a high degree of staff co-operation is again expected in both planning and teaching in order to bridge subject boundaries, perhaps using a thematic approach. Students' own work experience is to be used in learning. The need is stressed for lively presentation of material to students whose earlier learning experiences in school may have been unhappy. Similar suggestions are made for other courses, e.g. a thematic approach is suggested for the Preliminary Certificate in Social Care. Where students are in practice elements, Council emphasizes the need for liaison with tutorial staff.

110. Possibilities of students changing their future employment places should exist where appropriate, e.g. for four year degree courses and the Preliminary Certificate in Social Care for 16-18 year olds. Degree students should be able to switch to another degree course or social work should be one of a number of possible options in the course. The PCSC course should be broad enough to prepare students for employment or further education in fields other than social work, and include GCEs. For the CSS, Council suggests that several educational institutions and agencies make joint proposals for a locality serving a population of one to three million. This means that a joint planning group with representatives of all bodies involved is essential and once the scheme is in operation a joint management committee must be appointed for the overall running and evaluation of the scheme (it may consist of the same people as the planning group). During the planning period Council expects there to be a programme of staff development for the teachers, study supervisors, line managers and agency representatives on the management group to prepare them for their role.

111. Council has from its inception been interested in research, though lack of funds has limited its research activities. It began with one research officer and a survey of current research into social work education. Her role was basically to guide colleagues and outside bodies and individuals doing research and to maintain liaison with other research projects relevant to the Council as well as to

1. This scheme in effect runs out in 1980; Council are not optimistic that funds will be found to replace it but are endeavouring to.

2. See also para 219, 301 and note to 301.

3. CCETSW Paper No. 14: Planning Short Courses: A Handbook for Organisers.

do a small amount of research herself. In late 1975 the research team was expanded to one full-time and two part-time officers and two research assistants. Council Research projects have included surveys of local authority trainees, student units, assessment procedures on courses, practice placements and an analysis of course objectives, content and structure. There was also a Fellowship Scheme administered by the Council,¹ which is jointly sponsored by the Calouste Gulbenkian Foundation, the Local Government Training Board, Scottish Local Authorities and the Social Work Services Group in Edinburgh, and the DHSS. By 1978 21 Fellows had been appointed to do research into social work and education. They are attached to an educational body but have informal links with Council. The CCETSW hopes their work will have made a substantial contribution to the development of social services policy and practice.

K L 112. As stated elsewhere, conferences, seminars and workshops are extensively used and are organised by the CCETSW on both national and regional scales, more so than the other bodies discussed because of its advisory and promotional brief and funding. They deal with a variety of issues arising from documents, new courses or current issues in social work education. In the recent past, topics included responsibilities for training, day services, supervision in residential settings, the CSS and developing team practice and teaching methods. Officers are freely available to teaching centres² and social work agencies and contribute frequently in conferences and seminars. Council has published a guide to the running of short courses and seminars as part of its promotional activity.³

J 113. CCETSW publishes extensively. Working groups prepare substantial papers on aspects of social work education which are sent out for comment. The Council tries to strike a balance between adequate consultation and action. Conferences and seminars as well as correspondence may follow publication, as a prelude to action. In addition to formal Reports of its progress, Council issued until recently an annual Bulletin which aimed 'to give a succinct and balanced account of the Council's work and decisions and to relate these to relevant developments outside the Council and to the diversity of current thinking about issues on which it has to make its own judgement'. This has now been replaced by CCETSW News, to be published four times a year. Its purpose is to reflect current issues in the education and training of social services staff. Other publications include research papers, training rules and, from the Information Service leaflets on courses and careers.

L 114. The Social Work Advisory Service was incorporated fully into the Council in 1974, thus giving the Council major statutory responsibility for recruitment and advice on entry to the profession. It publishes a wide range of leaflets and information sheets and deals with thousands of enquiries each month. Council also administers a clearing house for CQSW course applicants.

M 115. Council has responsibility not merely to respond to changes in social or educational pressure but to also actively promote and develop social work education. It displays an appropriate attitude of care, concern and energy to its brief. The Council has held numerous meetings with successive Secretaries of State and Ministers of the DHSS. Any Government Report relating to social services or social work education receives close attention and response, for instance the DHSS Working Party's Report on Manpower and Training for the Social Services led to the Council designing and setting up the Certificate in Social Service (CSS). Council gives evidence to Government Inquiries, e.g. the Royal Commission on the NHS in June 1977, and has representatives on Government working parties e.g. the DHSS Working Party on Manpower and Training Resources had five Council representatives - two members and three officers.

116. The effect of economic cuts in the mid 1970s, combined with local government reorganisation, led to a drop in demand for staff development course places, thwarting for a while the Council's desire to promote further education for qualified social workers. The DHSS Working Party on 'Manpower and Training for the Social Services' included two members and three officers (the Director and two Assistant Directors). Council agreed to expand social work training by the recommended 5% growth per annum provided adequate funds were made available. The actual numbers for CQSW in 1977 fell just short of the 4175 target, while the CSS target was met. Council also accepted the Working Party's opinion that the proportion of daycare and residential social work courses should be increased.

M 117. Following publication of the Ralphs Report of the Local Government Training Board Working Party on Training for Education Welfare Officers, Council has

1. See CCETSW News No. 3 Spring 1979.

sought to ensure that CQSW courses take account of this new area of work through a conference for tutors. It is now actively considering its response to the Jay Committee of Enquiry into Mental Handicap Nursing and Care.¹

SECTION IX

National Nursery Examinations Board

118. The National Nursery Examinations Board was established by Trust Deed in 1945 in order to develop a credible national qualification for what was seen as likely to be an increasingly important occupation group in post-war Britain, and thus replacing and rationalising the earlier provisions. It has a structure of nominating associations from which its membership is drawn which is very wide covering a range of educational, social work and health agencies. The Board now has no formal association with the DES other than the three assessors appointed by the DES. Other assessors are appointed by the DHSS and the Welsh Office and from the Northern Ireland Ministry of Education. It is self-supporting through examination fees.

- B 119. The Board comprises a Chairman, a Vice-Chairman, 26 members and 8 Government Assessors. Two of the members are independent and do not therefore represent any particular organisation. The others represent local government and regional health authorities; national bodies concerned with health, education social work and childcare, and training for careers in these fields; and professional teachers' organisations. There are three committees of the Board:

Executive Committee
Advisory Committee
Examinations Committee

Each has eight members, and all are members of the Board itself. On the Executive Committee there are two ex officio members who are from each of the other committees. In addition, the Chairman of the NNEB is an ex officio member of all three Committees.

- C 120. The Executive Committee is recently established and combines the functions of the former Finance Committee and the Working Party considering the future role and management of the NNEB. In addition to these committees the Board has agreed to set up a Moderators Panel. It will be concerned with the examination in its present form and its members will:

select and approve examination questions;
prepare marking guides; and
act as moderators.

The panel will comprise six people: the Chairman of the Exams Committee, the Chairman of the Board, an educationalist, a member with a Health Services background, a member with a Social Services background, and a member concerned with examinations other than those of the NNEB.

- E 121. The task of the Board is a relatively straightforward one in that it runs only a single award examining some 5,500 students a year in about 150 centres and therefore needs only a small staff. For some years the administration of the Board's affairs had been carried out by the Royal Society of Health on an agency basis but there has been a desire for independence and a review of the whole process of examinations. In 1978 the Board moved into its own premises and, after a temporary appointment of a part-time Chief Executive Officer, Mr. M.A. Stanton was appointed as a full-time CEO. He will continue to review the Board, its role and organisation and is actively involved in re-setting the Board's administration.

122. The role of the officers is primarily to act as general administrators of both courses and examination, and they are able to give advice to colleges on matters connected with the courses and the examination. They also undertake frequent surveys and draft reports which can be influential. The Director of Courses' Report on Shortened Courses for Mature Students had led, for example, to the Board's decision to phase them out. The establishment of professional officers is three but at present the structure is being reorganised.

1. 'NNEB Courses' Information Leaflet No. 2
NNEB 1977

2. 'Regulations and Procedure for the
Examinations' Information Leaflet No. 3 NNEB
1979.

F 123. The professional area covered by the work of the Board is a smaller area than that of any of the other central bodies so far considered in this report. For many years, stretching back before the Board's formation, there has been a strong cultural consensus amongst the tutors concerning the training of Nursery Nurses, giving an established knowledge and understanding of the courses in the colleges. In these circumstances the Board has been able until recently to lay down only fairly broad outlines for the areas to be covered when colleges devise a curriculum, broad objectives for these areas and the balance which should be achieved between general and education, vocational education and practical training.¹ More recently these have been strengthened a little.² Colleges are expected to devise a curriculum based upon these broad guidelines, taking full account of the students' stage of development, areas of knowledge already explored and skills previously acquired.

F 124. Details of the procedure for ratifying college-devised syllabuses are given in the same document. Initially, support in principle for the new course has to be sought from the Regional Advisory Council. The Board's officers are available for consultation on course planning. The college then has to discuss with the LEA and Social Services Department, the Area Health Authority and voluntary organisations, the feasibility of offering the course, bearing in mind college and practical training facilities, employment prospects and course costs, and the LEA and Social Services Department should be involved in continuing discussions as plans develop. Once agreement is reached locally, the college or LEA applies to the Board for approval. If a course is altered, application for re-approval must be made. The Board may grant approval for a specified period of time, and may also require a college to apply for re-approval. Although course regulations specify overall course aims and general objectives for each area of study, they do not go as far as the use of detailed learning objectives yet, but are concerned with outward competencies. Syllabuses are not required to be in any particular format but have to include details of practical and theoretical training, giving the amount of time to be allocated to each and an outline of the curriculum, the scheme for the provision of practical training places, staffing arrangements, arrangements for the supervision of students in placement by vocational tutors, and arrangements for continuous assessment.

N 125. It is the policy to allow college staff a fair amount of control over assessment. The examination comprises continuous assessment of course work and practical training. Questions in the written papers are collected and edited by a NNEB committee but marked by examiners who are nominated by colleges and approved by the Board. They must be suitably qualified and have two years relevant teaching experience together with experience of assessing FE students. Each candidate's written answers must be marked by two examiners of different disciplines although no formal moderation or standardisation model is used. The NNEB compiles a guide outlining a suggested allocation of marks for each question, and though not actually compulsory, it appears to be closely adhered to. Tutors assess course work on a form with a five point scale and very brief guidance on its completion is given to the lecturers. This form was revised in 1976 and incorporates grids for grading certain aspects of the students' attitudes and abilities and gives space for comments. It allows for a report and grade to be given for each year or period of training and a final report and grade to be awarded for inclusion in the final examination mark. In the case of practical work the tutors consolidate the judgements and reports made by the supervisors of practical work placements.

126. An examiner with three years' experience may be nominated as an external examiner. For moderation purposes, one or more external examiners visit each college once marking is completed. They see the course tutor, discuss particular problems, scrutinise a broad selection of scripts and consider borderline candidates. If agreement on these is not reached, a report is sent to the NNEB panel of moderators on the individual student and the panel makes the final decision. In addition the role of the moderators, who receive reports from all external examiners, is to ensure that standards are maintained and that scripts have been marked in accordance with regulations. Colleges with a small number of students may have to combine for examination purposes. The present form of the written examination has been highly traditional, consisting of two papers of five essay-type questions. With effect from Summer 1982 one of these papers will be replaced by a multiple choice, objective test paper. These are being centrally devised in pilot projects administered by the C & GLI on an agency basis.³

3. See also para 29 above.

1. See Newsletter No. 13, NNEB, September 1979.

2. See also paragraph 219.

- K 127. The visiting external examiners are seen as an integral part of the system of maintaining high levels of common understanding between the centres about the course. The officers of the Board also encourage and facilitate regional groups and regional conferences and these are well publicised in the literature published by the Board.¹ These groups are largely self-funding although some are serviced by RACs for their secretariat. The strong value ethos, with consideration of developing practice, enables in these situations the tutors to adapt to change and the network is valued by the tutorial staff.² There is not perceived to be a need for extensive and detailed publications although there is a newsletter to which tutors or committee members may contribute. The whole overall impression given is one of a small organisation maintaining an effective communication network.

- FO 128. The course document states that students will gain knowledge through observation, practical work with children, lectures, discussions with those concerned with both practical and theoretical training, and suggested lines of reading. Students have to keep a simple child observation record. There is emphasis on the linking, where appropriate, of theory and practice in the child care and development side of the course. For the general studies element, where there are three main areas: communication and the creative arts; man and his environment; and home and society, there is an emphasis on the students' personal development as well as their growing professional knowledge. The need for integration is stressed, and it is suggested that integrated studies could develop through a thematic approach, and that 'topics' and 'themes' are appropriate on many occasions, though it is not suggested that the entire course should be organised on this basis. Nor is it necessary to have all areas offered concurrently - it is suggested that shorter, concise periods might be more valuable, and in some colleges 'blocking of time' might be possible. To augment practical training placements, under appropriate staff it is suggested that as an integral part of the course students should be brought into contact with workers in allied disciplines, make appropriate visits and possibly make use of audio-visual material to extend their knowledge of the range of facilities for the care and education of young children.

- OP 129. The NNEB keeps fairly strict control over the vocational staffing of courses and there is an assumption that part of the course, at least, will be integrated. The Course Tutor is expected to be able to co-ordinate the arrangements for further and general education within the College and work with the practical training centres to create a unified scheme of training. The Course Tutor requires the ability to work with people of other professional disciplines and should preferably be a qualified teacher with experience of young children and/or adolescents. Each course must have one or more Education Tutors experienced in the care and education of young children. The Health Tutor should normally be an experienced health visitor with nursery experience and some training in teaching method. The Social Work Tutor should deal with relevant aspects of the course. One of them may be the Course Tutor. Other people with exceptional qualities and varied experience may be considered on their merits. General education staff are expected to view their subject teaching in relation to the course as a whole. The idea that non-vocational elements should benefit the general education of the student is stressed. Notes are also given on accommodation, access to audio-visual material, opportunities for students to participate in the arts, and library facilities. The course must have adequate clerical staffing. Selection of students is to be shared by the college, the local authority and voluntary bodies, since the latter will provide practical training places. Details of the college's staffing arrangements, showing the qualifications and experience of vocational staff, the areas of the syllabus which each is likely to cover and their responsibilities on other courses, have to be given to the NNEB along with details of accommodation as well as the syllabus proposals, before a course can be approved.

130. In as much as there are weaknesses in the communications networks and the ethos of the courses it derives from the difficulty of integrating the general education tutors for whom this may be only a small part of their work, and the placement supervisors (some of whom have difficulty in managing their joint roles of de facto tutors, and line managers). These difficulties, while they exist, seem small. Here and there some colleges try to extend the general education qualifications of their students by entering them for O levels or other examinations; a practice not encouraged where it is seen to interfere with the main course.

- G 131. There is no formal research department, but investigations are carried out by the Directorate of Courses and NNEB Working Parties. Many of the surveys are of an 'information gathering' nature. General information circulated regularly to the colleges with the Newsletter, includes surveys of the type of employment which students enter, selection procedures in colleges and qualifications possessed by students prior to taking NNEB courses. Examples of other recent research are in a survey of mature students' shortened courses by the Director of Courses; a questionnaire survey of procedures for selecting students and the availability of places by a NNEB working party; an ongoing analysis of the selection by colleges of practical training places. In 1977 colleges were asked to submit details and an analysis of the returns was published in the Newsletter. The procedure was repeated for 1978. The Board is also co-operating with research being conducted by Mary Batten of the Open University.¹

132. It would be wrong to give the impression that there is no criticism of the Board. For the last few years it has been under criticism on a number of grounds and it is too difficult to evaluate the criticisms here. They seem to imply that the close networking systems are not easily responsive to outside pressure for change, and that the Board has become detached from the dominant change areas in our society. That may be the case but the Board and its officers are aware of the criticisms and seem to be trying to respond to them. Alternatively the pressures, many of which are centred in London, represent the development of a different and fairly local cultural ethos.²

1. See Newsletter No. 13, NNEB September 1979 p.5.

2. See for example Doust, G. et al. 'Nursery Nurses Changing Courses' *Spare Rib* No. 75 October 1978 pp. 44-46 ISSN 8361-7410.

SECTION X

The Royal Society of Arts

- A** 133. The Royal Society for the Encouragement of Arts, Manufactures and Commerce (more usually known as the Royal Society of Arts) was founded as a learned society in 1754. It has a wide variety of interests, a national membership system and regional organisation. It actively encourages industrial design, it publishes a journal, it has a library and fellows room in its head office in London where papers of an academic, scientific and technical nature are read. In 1856 it was encouraged by the government to conduct examinations in commercial, technical and scientific fields. The more technical examinations were transferred in 1879 to the C & GLI and since then the bulk of the examination work of the RSA has been in the field of office skills, languages and commercial subjects.¹ The RSA is wholly independent of the national government. It has a policy of filling appropriate gaps in examination provision within the very broad brief of its charter of encouragement but does not compete with any other examination organisation established at the wish of government. It co-operates with and complements national policy within its own policy of being a permanently available agent for the inception of tasks of public service not clearly within the scope of other more specialised bodies.

- C D** 134. Although the RSA Council retains ultimate responsibility for all the activities of the RSA, the responsibilities for the day-to-day work of its Examinations Department, and in particular all decisions on matters of syllabuses, new examinations and so on, are delegated to an Examinations Board. The Chairman of this Board and several members are nominated by the Council, but the majority represent education, industry and commerce. There are Assessors appointed by the main Government Departments concerned, nominees of local education authorities and all the main teachers' associations, together with representatives of various professional bodies. There is, in addition, limited provision for some members to be co-opted to the Board to provide specialist knowledge and advice. The Board normally meets twice a year and is responsible for the major decisions about examination activities. The detailed work is, however, done by a number of committees. (The Board is hereafter referred to as the RSA.)

135. There are reporting to the main Board about seven or eight main advisory committees (the number varies from time to time) covering such fields as:

- General Subjects
- Secretarial Subjects
- Computer Studies
- Basic Level Schemes
- Teacher Certificates in Shorthand, Typewriting and Office Practice
- Teaching English as a Second Language
- Road Transport Education

Main developments within these fields are most often initiated at this level but most of the detailed work of syllabus construction, question paper and examination moderation etc. is carried out by a large number of committees (often known as subject committees) as a next tier down. Membership of both levels of committee is composed of nominees of teachers associations, appropriate professional bodies and experts in the field concerned (the majority of whom are usually practising teachers). The nominees of professional or industrial bodies are clearly seen as being important in maintaining the utility of the examinations to industry and commerce but a great importance is placed on the value of these committees in acting as a communication medium between the RSA and the college. The policy is perhaps best summed up in the RSA's own words:

The Board and the Colleges

We have many links, both formal and informal, with those preparing students for our examinations. There are college representatives on the Board and its Advisory Committees and its Subject Committees. On committees concerned with syllabus preparation and revision and question paper moderation there is always a majority of teachers and lecturers directly concerned with the examinations. The Board also organises open meetings to discuss particular examinations and is represented at many conferences and courses held for teachers. As

¹ It is difficult to estimate the scale of operation because although well in excess of 500,000 exam entries are made each year, a significant number of candidates enter more than one subject each year, or for higher level exams (or higher speed tests) each year.

well as this the Board's officers visit many schools and colleges during the course of the year to discuss problems and visitors from schools and colleges are always welcome at the Board's offices. Perhaps most important of all is the constant flow of letters from teachers about the Board's examinations and it is from this correspondence that many of the most interesting and important developments have originated."

1. Royal Society of Arts Examinations Board Guide to the Examinations London (p.23).

E F

D 136. The Board has about twenty professional staff, these include its Chief Officer, the Secretary to the Board, two advisers, five senior assistant secretaries and a number of other senior administrative staff. They have been recruited from a variety of backgrounds usually after a varied experience in education and administration. The professionalism in examination techniques held within the Board is seen as being of great importance. A major developmental programme for the staff was instigated in the early 70s and staff have attended courses in educational measurement at Reading and Princeton Universities and elsewhere. More recently the Board has instituted its own in-house training programme on examinations methodology for its own staff. The professional staff are seen as being a strong influence on the subject committees and crucial to developing the examinations professionalism of the committees. Some of the professional staff are based at the large administrative and publications headquarters at Orpington but most committee work takes place in Central London (the Examinations Board does not operate a regional structure).

F H

137. Although the RSA allows for and to some extent encourages examination centres to develop their own syllabuses and examinations (within a moderation process) the vast bulk of the work of the RSA is by centrally designed and examined schemes. Over the recent years there has been a marked rise in the degree of precision with which the learning objectives of the schemes are stated and the guidelines or notes for guidance of teachers have expanded and developed considerably. Subject committees have been asked to reconsider the form and content of the presentation of aims and objectives, of the examinations techniques and to re-affirm or define the relative importance of the sections of the syllabus as expressed in the examinations schemes. All of this is of course in accord with the professional ethos mentioned earlier.

N

138. There has also been a development in the variety of examination techniques used including a move towards greater use of objective tests, but above all a flexible and adaptive approach to the problems. Objective tests, structured questions, traditional papers, extended essays, case studies and stimulus material all feature in the RSA's schemes. There is in addition a range of specific tasks appropriate to the specific examination and oral testing for languages. Each subject committee has had its attention drawn to the widest possible range, including open book techniques, as well as others.²

J

139. The RSA publishes a variety of documents. Each scheme is published in a booklet (some are aggregated) which gives the scheme in some detail, as well as listing (and identifying the source of nomination)³ the members of the appropriate advisory committees and subject committees. Full and detailed examiners' reports are published and made available. There is in addition an Examinations Bulletin published twice a year which contains details of all changes in schemes, changes under consideration and a range of other matters. Teachers and others are specifically requested to comment on all proposals before decisions are taken and large numbers do.⁴

E G

140. The aggregation, analysis and reporting on this written response is one of the tasks of the officers which they frequently conduct as part of the role of servicing committees. Other surveys and research is also carried out by them. No specialist research department or officer exist within the RSA but each officer is expected to conduct or organise such research as is seen appropriate. They keep in contact with interesting developments overseas.

K L

141. Officers of the RSA make themselves available to schools and colleges, or conferences of teachers in this country or abroad, in addition some conferences or open meetings are convened by the RSA. They are seen as providing a valuable channel of communication with teachers for obtaining and giving views on changes in the examinations. The RSA is also aware of the benefit of involving about 2,000 teachers as examining assistants in helping clarify purpose, content and levels of the RSA examination schemes.

M

142. The RSA has not been subject to any major decisions emerging from any central committee or report for some while. Yet the RSA is always interested in discussing with colleges, employers and others the possibility of its meeting

2. See Guide to the Examinations op. cit. (p.24-25)

3. See paragraph 348h and note to paragraph 173.

4. See also paragraph 249.

special requirements. The most obvious example of this is the development of Mode II and Mode III examining. In addition, examinations are often arranged at special times to meet particular needs; this is of growing importance in connection with TOPS (Training Opportunities Scheme) courses. The RSA co-operates with the Ministry of Defence in awarding certificates to those completing Service courses in fields similar to those in which the RSA offers its examinations, e.g. Storekeeping. Increasingly, the RSA is being asked to validate experimental schemes and currently discussions are taking place in such fields as the Teaching of English to Adult Immigrants, the Teaching of Literacy Skills to Adults and the validation of schemes of basic literacy and numeracy. The RSA is, as indicated above, always willing to discuss whether or not it could help with the validation of any programme of education within its general field of activity. It co-operates as an equal partner with the C & GLI in offering a Foundation Course in Commercial Studies,¹ and has co-operated with the Inner London Education Authority in the development of a Vocational Preparation (Clerical) Course, now publicly available.

1. See Examinations Bulletin No. 25 p.3 and paragraphs 26 and 34 above.

- OP 143. Much of the work of the RSA is in the 'Single Subject Areas' where a fairly narrow range of knowledge or skill is being tested. Many students take several of these examinations simultaneously or consecutively, and the RSA does not attempt to directly control or intervene in the learning situation or organisational patterns of colleges teaching students for these examinations. However for the Teachers Certificate Courses centres are required to be approved by the Board and for some of these courses Notes for Guidance of Teachers are issued which give an indication of possible teaching/learning strategies. It is generally rather restrained in the advice it offers.

The 'Union of Educational Institutions'

1. By 1911 it was felt that 40 boards were in competition. See Lang, J. *City and Guilds of London Institute: Centenary 1878-1978*. C & GLI 1978 p.69. ISBN 0 85193 007 7

2. This was recorded in DES Administrative Memorandum 2/66.

3. The official title of the organisation is now 'The West Midlands Advisory Council for Further Education: incorporating the Union of Educational Institutions'.

4. The agreement is known as 'The Ferryside Agreement' after the town in which the final conference met. It is reported briefly in C & GLI Broadsheet No. 86 July 1979 (p.1) and in full detail in the Annual Report of WMAC (UEI) for 1978-79 (pp. 56-61).

5. This will require authorisation by Privy Council.

- A 144. The first examining board established in Further Education was the Union of Lancashire and Cheshire Institutes, which was followed quickly by the RSA and then by the C & GLI. West Midlands pride ensured that its own distinctive Board, the Union of Educational Institutions, was established in 1895. Following the establishment of others¹ the Ministry of Education and the Boards themselves were concerned at the possibility of divergence of strategy and undue competitiveness between the Boards. A 'Concordat' of agreement and process of co-ordination was finally established in 1933 between the Regional Technical Examining Bodies and the C & GLI (the RSA not being brought into this since it was 'national' and concerned with 'business' and 'commerce'). The consequences of the White Paper on Technical Education 1961 and of the Industrial Training Act of 1964 led to a new Concordat in 1966.² Broadly speaking the Regional Bodies agreed only to run Operative level and lower levels of Craft and Technician awards; and the C & GLI to recognise these awards for entry to the higher awards they alone run. A national Reference Committee, serviced by the DES, was established and other joint liaison committees in specific trade areas have emerged.

A B

145. By 1970 the Regional Bodies had agreed with the C & GLI to work towards a more formal agreement and possibly merger. A number of reasons lay behind this including an ever-changing pattern of courses in further education. The Boards themselves were changing, the ULCI had been incorporated into the North West Regional Advisory Council for FE and the UEI into the West Midlands Advisory Council for FE.³ Some of the Regional Bodies were expanding in candidate entries and some declining. The Regional Bodies had also acquired some administrative and examining responsibilities for National Certificate awards, and Certificates in Office Studies over the years. This all created a somewhat uncertain situation and the impending transfer of some award systems to centralised TEC and BEC had created some further uncertainties.

146. Protracted negotiations have led to a new agreement for a firmer relationship between the C & GLI and the Regional Bodies. The substance of the agreement is not of relevance to this report, since it will be progressively implemented from April 1980, except inasmuch as it illustrates the willingness of the WMAC (UEI) to co-ordinate its activities with those of other relevant bodies, a willingness which is shared.⁴ In essence it requires changes in the constitution of the C & GLI and its main committees to allow greater regional participation⁵ with the outcome of certification on the basis of closely agreed syllabuses and better co-ordinated national standards of assessment. It should be noted, however, that the agreement currently only covers a range of craft and operative courses as agreed, with a range of other work as yet outside the scope of the agreement.

147. The Regional Examining Bodies, particularly since their closer integration to the Regional Advisory Structures, have had two traditions not equally shared with the C & GLI. The first is a closer relationship with local teachers for a provision of meetings, conferences, etc. for effective liaison and better interpretation of syllabus outlines into the classroom. The second is a due local authority 'eye' for the financial implications of curriculum change. It is hoped that the new arrangements will integrate these with the C & GLI traditions.

148. Other examples of co-operation can be cited. The WMAC (UEI) like other Regional Bodies currently provides an examining service for some mining modules on TEC awards as required by the Mining Qualifications Board. In addition to its own successful scheme for a Certificate in Further Education, the WMAC (UE) runs examinations for the joint CFE schemes agreed by joint REB working parties.

- C 149. The responsibility for the examinations side of the organisation activities is carried by the Examinations Committee of the Regional Academic Board (itself a committee of the WMAC) which appoints the committee. It consists mainly of local authority nominees from all the contributing authorities to the WMAC, some

1. The WMAC (UEI) will accept as an examination centre any FE colleges from the D South West, South, East Anglian and London and Home Counties Regions (i.e. those that do not have their own regional body). It also takes candidates from the States of Jersey and H.M. Prisons.

Many of the LEA nominees are College Principals.

LEA nominees from outside the RAC area that enter examinations of the WMAC (UEI),¹ the chairman of its advisory committees, and a few co-opted members. This large committee delegates most detailed work to its 22 Advisory Committees of Teachers which comprise teacher representatives from all Local Authorities that are in the region or enter candidates for the (appropriate) examinations. This is done for 'by this means Education Authorities ensure that control of their examinations is in the hands of practising teachers and that syllabuses quickly reflect the best teaching practice in the area.' It is noted that unlike any other central body included in this report so far, this constitution excludes direct representation of employers or professional bodies unless the committees choose to co-opt and thus also includes as one focus of its activities the teaching practice in the classrooms as well as syllabus and examinations specification.

F 150. The task of these committees was where appropriate to review and approve its syllabuses, to moderate and monitor the examinations and to report. Where a directly comparable examination was held by the C & GLI then the syllabus kept to that approved by the Joint Committees of the Regional Technical Examination Councils and the C & GLI (Industrial Representation exists on these Joint Committees). The committees are also forums in which a wider range of issues and concerns are discussed both formally and informally, concerns often labelled by most other central bodies referred to in this report as 'college matters'.

E 151. The WMAC (UEI) employs six professional officers most of whom service the 22 exam committees as well as the other committees of the WMAC. These committees between them examine only some 34,000 candidates a year. Many schemes examine fewer than 100 candidates and only the basic craft engineering entries rise significantly over 1,000². The Committees nevertheless do use the professional services of other bodies such as the NWRAC or the C & GLI on a contract basis. Funding is considerably eased by the tradition that the contributing LEAs directly meet the travel and other costs of exam committee members.

K 152. The regular committee meetings are the primary source of communication of the whole system. Although there are syllabuses and annual reports and some other documentation, it is at the meetings that most communication is established.

J Further conferences and publications may seem almost redundant although the pattern of more general consultative groups, conferences and publications of the West Midlands AC has been expanded to incorporate some work that was previously done by the UEI. The effect is of course to erode the boundaries between teaching and teacher development (often defined as not the role of a central body) and syllabus and examination development. Some of the Advisory Committees have held conferences on teaching techniques or set up working parties to write and exchange assignments.³ The WMAC does thus in fact have a range of occasional publications arising from its activities but these are not specifically by the examinations departments.⁴

N O P

3. The WMAC has for example recently organised conferences on the writing of assignments for BEC and published the resulting assignments. This despite the fact that it has been unable to find a place in the examination structures of BEC.

4. See the Annual Reports.

K L

153. The WMAC (UEI) has thus established a system of strong advisory committees that do not need strong direction from the main examination committee on the conduct of their business. Each committee vigorously develops its own ethos distilling best practice from inside and outside the region. This is so highly valued that the colleges exercise their right of committee membership and attendance as part of their wider teacher development whether or not their own college enters candidates for the examination schemes of the West Midlands Advisory Council. Bearing in mind that it is the college that pays the cost of this participation, it constitutes a powerful vote of confidence in the worth of these meetings and activities.

SECTION XII

Institute of Management Services

1. Millerson, G. *The Qualifying Associations*. Routledge & Kegan Paul, 1966.

2. For the questionnaire survey the body was referred to as IMS (IPWSOM) since that part of the research was done in March 1979 recently after the renaming.

154. The definition of what 'truly' is a professional body is troublesome. Some older and larger professional bodies do not care to apply the term to some of the newer bodies who claim it. Geoffrey Millerson in his study¹ about such bodies side-stepped the issue by studying what he called the Qualifying Associations but even that (implicit) definition tends to miss certain key ethical and study activities of the Associations. It is however the focus of our concern since Technical Colleges have for a long time provided courses of instruction leading to examinations of such professional bodies. We have selected for this report a single such body, the Institute of Management Services.

- A** 155. The Institute of Management Services adopted its current name on the 1st November 1978² having been formed in 1975 as the Institute of Practitioners in Work Study and Organisation and Methods by a merger of the Institute of Work Study Practitioners and the Organisation and Methods Society. The IWSP can trace its origins through previous mergers to 1941. It is thus in every sense a relatively recent professional body, and is still in the process of redefining its educational and qualifying policy consequent on the merger. It is of course wholly independent of Central and Local government although in practice the majority of candidates for its awards receive tuition leading to its examinations in tax or rate funded establishments. Only a minority receive tuition elsewhere.

JL 156. In its own words

'The Institute is the professional and qualifying body for people in work study, organisation and methods, and related management services. With 21,000 members it is one of the largest professional associations in the world concerned with productivity.

The main objects of the Institute are:

- a. To create professional standards for the practice of work study, organisation and methods, and related management services.*
- b. To provide a system of qualifying examinations to ensure recognition of those who aspire to the standards and ethics of the Institute.*
- c. To ensure that those professional standards are maintained.*
- d. To encourage research and development in work study, organisation and methods, and allied management services.*
- e. To be a focal point of the practice and wider use of those disciplines.*
- f. To collaborate with other bodies in similar fields.*

The Institute has a region and branch structure covering the United Kingdom. Branches meet at regular intervals, enabling members to hear and discuss topics of interest. There are specialist groups for management services managers and for members with particular interest such as local government and water services, textiles, health services, transport and distribution, and materials handling. The Institute publishes a monthly journal, Management Services, which is issued free to members. Through its feature pages readers can keep abreast of developments in the profession. Institute news is also recorded and job vacancies advertised. Members can make use of the Institute's library which is the most comprehensive of its kind in the country. It contains more than 3,000 books on work study, organisation and methods, and associated management disciplines. The Institute also operates a technical information service and sponsors books and films. Conferences, seminars and an annual summer school are held, and members are invited to attend these events.³

3. Membership and Examination Regulations
IMS Enfield Middlesex January 1979.

- CD** 157. Like other professional bodies the Institute does not so much have a problem in defining an award structure satisfactory to others, as one satisfactory to its members. The needs of the rest of industry will, if its members are true to a professional code of ethics, be acceptable to others. Thus the Education Committee of the Institute consists of Members of the Institute (although many of them are college teachers as well). Through contact with students and em-

1. Two with effect from September 1980.

F

players directly and through the regional structures 'teaching' members of the Institute are in touch with practice in all sorts of ways. Thus in progressing the review of its previous three schemes¹ the Institute and Education Committee has been moving slowly by a series of conferences and workshops open to all its members towards an increasingly acceptable structure, content and examination system. Although many of these conferences contained a majority of teacher members that statement may give a wrong impression. The whole membership of the Institute including the teachers is closely involved through specialist groups, regional groups and close industrial contact with industrial practice.

P

158. There are just over 90 centres in the British Isles offering courses leading to the Institute's awards. The majority of these centres have on the teaching staff many members receiving the Institute's publications direct. The special interest section of Training Officers and Lecturers has about seven hundred members for its own specialist mailing, so again each college will receive a direct mailing in of further information. Each examination centre tutor receives direct the regular series of examination circulars. This professional world is small, closely knit, with college staff well integrated to the rest of the professional community. Communications present few difficulties for this examination series compared to many of the other central bodies studied in this report.²

2. The Institute's Journal *Management Services* carried six very full articles and reports on the new examinations structure in its July 1979 issue (Vol. 23 No. 7).

ELNO

159. There is only a single examination officer for the Institute to service and administer this and the examinations and in terms of the curriculum and examinations systems expected elsewhere in some of the central bodies referred to in this report the documentation etc. looks a little traditional and brief. It is not sensible to talk of the Institute having a 'policy' for the presentation of its two schemes (as it might be for the 400 schemes of the C & GLI). Colleges wishing to run courses for the examination schemes of the Diploma must be approved by the Institute to offer courses and act as examination centres. Colleges must be adequately staffed and equipped to offer the necessary tuition and special attention is paid to the facilities for preparation and provision of the practical examination. However, since the early 1970s very few new centres have come forward seeking approval as the country now has a fairly complete coverage. A number of centres of long standing have been approved to offer their own examinations with exemption from the external examinations of the Institute. Centres, under the new scheme, may present small optional subjects for approval by the centre if local industry so requires. The procedures for recording these options, and the examinations and modernisations of examinations set locally would appear fairly informal and non-standardised by the standard of other bodies.³

F

3. As part of this survey the researcher attended one of the development workshops (see para 157) for the new syllabuses. There did seem to be a pressure for 'exam professionalism' in the systematic use of objectives, testing and exam specifications schedules and moderations coming from the exam centres more closely associated with CNAAB, TEC and BEC for other purposes. The industrialists and smaller centres seemed less anxious for this precision. The comments made to the researcher are precised here because the questionnaire survey (see Sections XIV to XVI) yielded fewer responses than that conference.

160. All in all the Institute gives every impression of serving its close community well and to the satisfaction of that community.

SECTION XIII

Manpower Services Commission

AB 161. The MSC was established in 1973 by the Employment and Training Act of that year. This Act followed reviews of the working of the 1964 Industrial Training Act which set up the Industrial Training Boards (ITBs) and of the employment service. The MSC aims

- to raise employment levels;
- to assist manpower resources to be developed and to contribute fully to economic wellbeing;
- to help secure opportunities for individuals to enable them to lead satisfactory working lives;
- to improve the quality of decisions affecting manpower.

AB In its original form there were two separate agencies of the MSC: the Employment Services Agency (ESA) and the Training Services Agency (TSA). The TSA took over and expanded the training activities of the Department of Employment. It began by reviewing the entire national resources for training, the training needs for the economic wellbeing of the country and the personal fulfilment of individual workers. Its high budget (£509M in 1978/79)¹ helped in its considerable success in promoting through sponsorship, training for industry's needs (through the ITBs where they existed, or directly for the non-ITB sector); for individuals through the Training Opportunities Scheme and, as youth unemployment rose, through various youth programmes designed to make school leavers more attractive to employers. There were also TSA programmes to train people for work in fields of national priority such as North Sea Oil, and resources were spent on a programme to develop the TSA's own efficiency in recruiting, developing and using its resources.

1. MSC Annual Report 1978-79. MSC, 1979.

C 162. By April '78 there appeared to be a range of manpower problems which needed to be tackled in a more flexible and co-ordinated way with the full range of instruments at the MSC's command. So the Commission was rationalised. The component parts were integrated into a single body in which operations are managed by three main divisions

- a. Employment Services Division (ESD) (took over ESA work)
- b. Training Services Division (TSD) (took over most of the ongoing TSA work, training for industry and TOPS except for its special programmes, e.g. for youth)
- c. Special Programmes Division (SPD). This was created to devise and run responsive programmes to suit special situations, e.g. youth unemployment, and special needs, e.g. the handicapped.

Support services were integrated into two Divisions:

- d. The Corporate Service Division, and
- e. The Manpower Intelligence and Planning Division²

2. MSC Review and plan 1978. MSC, 1978.

FHN

163. The MSC is not an examining body nor one seeking to provide any identifiable type of education or training course. In a sense, its purpose is simply to make good the gaps arising from the lack of co-ordination between existing parts of the training system or the lack of interest in certain areas by all of them.³ These are areas of need by the national economy and by individuals. MSC sponsors existing schemes and courses and recruits to them if an increase is seen to be necessary; it tries to encourage the development of new and appropriate courses by colleges, employers, local authorities and voluntary bodies through fees to the organising body and sponsorship of the trainee and it runs its own courses (usually craft) at Skillcentres and through mobile TSD instructors going to firm's premises where these are more effective and efficient or where it wants to set standards or experiment.

3. Many of the administrative costs of the Industrial Training Boards are funded from the MSC budget, which has a major co-ordinating role here. But its own sponsorship of training arises where the ITBs are insufficient or inappropriate.

BC 164. The MSC is representative and executive. It has 10 members and a chairman, who serve a term of three years. There are three TUC representatives, three CBI representatives, two local authority representatives and one member representing professional education interests. The MSC has the power to switch monies within its large budget to areas which assume priority at a particular time

(though this can cause confusion to those at the receiving end as new programmes appear and old ones are rapidly phased out). Being at one remove from Ministers the MSC can adopt standpoints which might differ from those of Whitehall, and although relations with Government are close, since the Minister is not directly responsible for its activities, the MSC can respond to immediate needs without the Minister suffering political risk or embarrassment.

165. At the same time as the MSC established the ESD, TSD and SPD, it took action to get representation and co-ordination at regional level. Manpower Services Directors were appointed in Scotland, Wales and the English regions. They have management responsibilities for Special Programmes and for Regional Manpower Intelligence Units. They also chair Regional Manpower Services Boards on which the Senior managers of all MSC operations in the region meet to develop a co-ordinated approach to regional problems. The posts of Director were transferred from the Department of Employment and the new Directors represent the Secretary of State for Employment as well as the Commission. The Commission and the Regional Boards are not primarily concerned with curriculum content, or details of learning strategies but concern themselves with the quantity of throughput and the targets and target areas to be achieved.

166. The staff of the MSC is very large (about 25,000) but many of these are employed in the Job Centres and ESD, or are engaged in direct training in the Skills Centres. Only a much smaller number are involved in dealing with training sponsors, one group of which are the colleges. Both the TSD and the SPD have a structure of regional offices, and a tier below the region (Area offices for SPD; District for TSD) from which staff visit the colleges. This level of staff are, in salary terms, fairly junior compared to the college staff they negotiate with but have access to a carefully organised back up system. They may have entered the service via the Skills Centres, other industrial training or an administrative route (few are ex teachers), but all receive some training for their new role (as is appropriate for the main guardian of industrial training in the country). Their career opportunities within the organisation are co-ordinated from the centre. Professional Training Advisers with a wide and fuller knowledge of training design are available at regional level, and the whole system is carefully structured and monitored.

FHNOP

167. The control which the MSC seeks to exert over syllabuses, teaching method and student assessment appears to vary according to three factors:

- the type of programme
- the type of course
- the type of sponsor, e.g. employer, college, voluntary body, local authority.

For example many TSD trainees are given existing courses, e.g. City & Guilds crafts, or some well-established clerical course with an external examination in an FE college, or, e.g. for a TOPS trainee, go into a class on an infill basis. In such cases the MSC seems to rely on the fact that other agencies such as ITBs or central bodies approve and validate the courses¹ and are merely concerned that their trainees make satisfactory progress. Where a scheme is a new one, such as the SPD programmes, the MSC gives clear guidance as to what it expects, and a formal agreement between the sponsor and the MSC must be concluded before a scheme can start. It publishes Sponsors Handbooks which include lists of objectives, trainee recruitment procedures, an outline of course structure and content, the monitoring, assessment and record-keeping procedures to be used, hours of attendance, guidance on financial administration etc.² For some programmes the training officers are required to attend a short course provided by the MSC. The MSC keeps a much closer eye on those programmes being run by sponsors who are new to training, or the type of programmes being offered. Routine monitoring and evaluation visits are made by the MSC Area Office staff or agents of the MSC to help sponsors develop courses and to ensure the aims are being achieved. Courses may also be visited by Careers Officers and/or Employment staff. The frequency of these visits varies according to the sponsor's experience and the newness of the programme. The documents seem to imply that the MSC is not remote and that sponsors may consult MSC officers over problems, in any case, if they wish.³

168. The field officers are in almost daily contact not only with colleges but also with industry making their daily experience quite different from college teachers and from those of officers of other central bodies. Their experiences are also fed into an organisation that can aggregate and use their field activity and experience and does so, regularly producing major review documents.⁴

1. The MSC is aware of the close relationship it has to the central bodies work either by direct representation on advisory committees, or via ITB representatives. It sees these mechanisms as vital to the establishment of a healthy system of industrial training, relevant to industrial needs.

2. There are so many leaflets and handbooks it seems pointless to cite one or two.

3. See also paragraphs 212 and 252.

4. For example TOPS Review 1978, MSC, 1978. Review of the first year of special programmes 1979, MSC, 1979.

- G 169. The MSC has a large research capacity (which it uses) both within its two main operating divisions, and in the Training Directorate at central level, and its capacity to fund other useful research. They have produced important research in Technician Training, Skill Analysis, and Grouping of Skills. They co-operate with other agencies such as the Industrial Training and Research Unit of the University of London (housed in Cambridge) on such topics as trainability testing. The Statistics Branch produces and analyses manpower intelligence including follow-up surveys of MSC programmes, e.g. TOPS trainees. The Economics Branch helps in the evaluation of operating programmes and appraisal of policy options. For example it has made studies of redundancy and is attempting to improve forecasting using a computerised projection model. The Skill Centres are used by the MSC sometimes as places to experiment with courses and methods before they are tried elsewhere. In addition an experimental Office Training Centre at Croydon is doing important development work. The Review of the first year of Special Programmes listed eleven externally contracted research projects and eighteen others; an example of the scale of operation.
- J 170. Publications are of many different types and usually glossy, attractive and well produced. The MSC excels in its presentation of statistics and surveys by the Manpower Intelligence and Planning Division. These are contained in such documents as the Annual Report and the 1977 Review. Equally good but finely tailored to another audience are the publications advertising schemes to possible sponsors and to young people and the sponsors handbooks. A third type of publication is the journal 'Actions' and 'Network' published by the MSC and concerned with problems relating to unemployment especially among young people which consists of contributed articles not necessarily expressing MSC views. It is clear that the MSC regards its publications as an important means of communicating to and influencing its environment.
- 171 171. The effects of a well-funded, quick-moving, professionally competent organisation primarily interested in training on FE colleges is mixed. Some tensions are created particularly because the needs of the young unemployed on SPD programmes are often as much for the development of personal and social confidence, and for counselling, as for immediate skill development. This may also be equally true of some other groups such as unemployed mature women. The officers of the MSC recognise this and operate with some care for the traditions and concerns of college teachers. They are prepared to sponsor research, workshops and conference activities of teachers and themselves contribute freely to conferences and workshops organised within the teaching profession. It is not at all hesitant to produce guidelines on effective teaching or take other initiatives. It has asked the C & GLI to plan and administer a new scheme for Instructors on Work Experience placements.
- M
172. The MSC and all its branches and divisions exists only to be a massively responsive organisation identifying and plugging gaps in the provision of a skilled labour force. It nevertheless is very professional and monitors and evaluates all programmes that it sponsors. Tension may occur if criteria of success emerging from the centre are applied by regional officers to colleges in ways the colleges do not understand or like. This fluid area of curriculum and programme development is potentially very fraught. The overall ethos here is quite different from all previously discussed bodies since this is a *contract* body with a variety of alternative contractors, and is not a part of the educational system in anything like the same way as the other main bodies discussed, although it shares some characteristics with the CCETSW, except it has a much wider brief for the support of the skilled labour force of this country.
- G

SECTION XIV

Summary and Analysis of Part One of the Research

Curriculum Analysis

173. There does not yet exist a pattern of analysis of curriculum design that is widely accepted in further education. One pair of questions used in the analysis of curriculum design styles in secondary education is:

- Where is the syllabus set?
- Where is the examination set and marked?

These questions and their expected answers are used to construct three main modes of design system; although it is logically possible to construct four thus:

Where is the syllabus set?		centrally	locally
Where the exam set?	centrally	Mode I	Mode II
	locally	(Mode IV) or (Reverse Mode II)	Mode III

174. When the three main modes were introduced, it was not envisaged that schools examining boards would introduce the 'fourth mode' and it was not therefore enumerated or named. It is obviously recognised but is often, somewhat confusingly, identified as Mode III or on occasions 'Reverse Mode II'. It is a very common mode or design style in the central bodies of further education and the lack of a widely accepted identifier indicates that this pattern of analysis is a schools-based pattern. Moreover the three various 'modes of examining' were recommended to the GCE and CSE Boards in such a way that the boards were clearly expected to offer all three modes, but since at the time of this recommendation Mode I was the normal mode it would be some while before their work was dominated by work other than Mode I. In contrast, further education central bodies have very frequently offered only Mode III or Mode IV. Furthermore central bodies in further education that offer Modes I, II and IV are usually called 'examining bodies', while those offering Mode III usually refer to themselves as 'validating bodies'.

Modes of Examining

A Decision Matrix

175. The comparison of the school-based typology to further education typologies can be illuminating. For example, if the questions as put in paragraph 173 are placed in the decision matrix presented in paragraph 10 they appear as follows:

	Aims/Content	Learning Situations	Assessment
Course Level			
Subject Level	Where is the syllabus set?		Where is the exam set and marked?
Lesson Level			

1. See also Appendix B to this report.

School based systems are assumed to be single subject entry (or 'modular') but further education central bodies more usually require their systems to produce 'grouped courses'. In designing at the centre and when approving or validating the designs of a college, further education central bodies ask questions about coherence and integration¹ and they also control the variation of permissible answers. The central bodies may also have clear expectations about the design of locally initiated examinations and they may or may not give guidance as to its expectations. These questions can be placed in the decision matrix as follows:

	Aims/Content	Learnings Situations	Assessment
Course Level	Is the usual course struc- ture grouped or unit-based?		If local exam- inations are allowed what guidance is given?
Subject Level	Where is the syllabus set?		Where is the exam set and marked?
Lesson Level			

Central Bodies' Approach to the Matrix

176. It is clear that we can construct a very large number of questions of curriculum design or of the relationship between central bodies and the colleges. These questions can be located in the decision matrix. In approaching the problem of their relationship to the colleges, the central bodies may approach each area of the matrix separately and pose the questions as follows, in an order of decreasing strength of central control:

- Are we going to make the decisions in this area?
- or: Are we going to validate college based decisions?
- or: Are we going to attempt to influence college based decisions?
- or: Are we treating this as simply a college concern?

The number of logically possible types of relationship is thus very large but they can be reduced quickly in number by looking for more usual patterns. To make the patterns more comprehensible we can use the decision matrix again. In the example given below some areas are shaded. Most central bodies have traditionally regarded these areas as not part of their concern.

	Aims/Content	Learning Situations	Assessment
Course Level	1A	2A	3A
Subject Level	1B	2B	3B
Lesson Level	1C	2C	3C

1. In all the questions that follow three main types or clusters of answer have been given. Throughout the answer with the most central control has been placed on the left, and the answer with the least central control on the right. Thus a visual scan will show if a central body tends towards central control or otherwise. See also paragraphs 181 and 182.

177. In the above matrix the decision areas have also been identified by a letter and number. Within each of these areas there exist some usual questions within further education. What follows is a list of some of these questions that have been the concern of the central bodies together with the typical answers given by the central bodies in this study. The typical answer recorded here for each central body is necessarily a crude approximation because each central body may have a wide variety of schemes and different responses for each scheme. The answer suggested here is for the most typical (or largest in terms of students) schemes of the central body. Each question is also identified as to which decision area it relates to, using the numbers given in the grid above.¹

Key Questions

- a. 1A With what level of specificity does the central body require a relationship of course aims to employment?
- | To a job title | Broad occupational grouping | Very loose, none |
|-----------------------------|-----------------------------|------------------|
| C&GLI UEI
TSD
NNEB | TSD
CCETSW
BEC
IMS | RSA
CNAA |
- b. 1A Is the course structure grouped or unit-based?
- | Grouped | Core and options | Unit, Modular
Single Subject |
|-----------------------------|------------------------------|---------------------------------|
| C&GLI UEI
TSD
NNEB | CCETSW
BEC
TEC
CNAA | RSA
IMS |
- c. 1B What is the usual source of initiative in subject matter?
- | Central Body | College based on strong guidelines | College based |
|---|------------------------------------|--------------------|
| C&GLI IMS
UEI BEC
RSA
NNEB | CCETSW
TEC | CNAA
IMS
TSD |
- d. 1B To what level of detail does the central body require definition of subject units?
- | Detailed Objectives | Subject Syllabuses | None, very loose, titling only |
|---------------------|--------------------|--|
| TEC
BEC
C&GLI | UEI
RSA
NNEB | CNAA ²
CCETSW ²
IMS
TSD |

2. The level and kind of detailing required is very variable from one course to another and one part of the course to another. Because very varying approaches are acceptable these central bodies have been placed here as not strongly determining what takes place in the colleges.

1. Strictly speaking these bodies do allow for the construction of 'Mode III' schemes or college-devised schemes. This is always presented in such a way as to make it clear that such schemes are unusual or experimental. The image presented is one of central control and definition being normal.

e.	1B Does the central body allow alternative schemes to be constructed by the college?		
	<i>Not Usual</i>	<i>Some, occasionally</i>	<i>Always, not applicable</i>
	RSA ¹ C&GLI ¹ UEI ¹ NNEB ¹	TEC BEC	CNA IMS CCETSW TSD

f.	1B Is there a standard form or layout for syllabus or content presentation?		
	<i>Yes</i>	<i>Recommended</i>	<i>No, not applicable</i>
	TEC CCETSW C&GLI UEI	BEC	CNA IMS TSD NNEB RSA

2. This central body does not moderate directly, but requires a system of external examiners.

g.	3B Where are the tests for certification carried out?		
	<i>Centrally set, marked and moderated</i>	<i>Not applicable</i>	<i>Locally set, marked, moderated by central body</i>
	C&GLI UEI IMS	NNEB RSA TSD	TEC CNA ² BEC CCETSW

h.	3A If there are local tests, what guidance is given on types and weights of tests?		
	<i>Strong, but flexible</i>	<i>Not applicable</i>	<i>Very weak, none</i>
	TEC BEC CCETSW	C&GLI UEI RSA IMS	NNEB TSD CNA

New Areas of Penetration

178. In reviewing the work of the central bodies it becomes clear that two types of change in the relationship between central bodies and the colleges have been taking place:

- There now seems to be an attempt by the central bodies to penetrate or influence more areas of curriculum decision although these moves are taken with some caution.
- There seems to be a greater concern on the part of the central bodies to link the decisions taken in different decision areas into more coherent and logical patterns. This concern is often the underlying reason for the increasing penetration as in a. above.

179. These developing attitudes can be illustrated with questions and answers as for the other curriculum decision areas. Some key questions and the typical

1. In paras 9 & 10 attention was drawn to this aspect of the decision matrix, namely that decisions are seen as related. The more the central body requires to see into relationships the more it penetrates into college organisation and decision taking.

central body responses are given below. The questions relating to a. and b. in paragraph 178 above are enumerated below as being area '4' within the decision matrix, i.e. concerned with the interlocking of the whole set of decisions for one particular curriculum scheme.¹

a. 2A Does the central body concern itself with attendance patterns?

<i>Centrally determined</i>	<i>Fixed, on local initiatives by centre</i>	<i>No</i>
C&GLI TSD NNEB UEI CCETSW IMS	TEC BEC CNA	RSA

b. 2B Does the central body concern itself with resource provision in the colleges (including quantity and quality of staff, libraries, workshops, etc.)?

<i>Yes</i>	<i>Normal Consideration</i>	<i>No</i>
CNA CCETSW TSD	TEC BEC IMS NNEB	C&GLI UEI RSA

c. 2C Does the central body determine the character of some of the learning (i.e. does it require lab-work, work-placements)?

<i>Yes, firmly</i>	<i>Gives strong advice, or influences via assessment</i>	<i>No</i>
CCETSW NNEB	UEI TSD TEC BEC	RSA CNA

d. 1C Does the central body specify the learning in such detail as to constrain severely the content of the lessons?

<i>Yes</i>	<i>Sometimes</i>	<i>No</i>
TEC C&GLI	BEC UEI	TSD CNA NNEB RSA CCETSW IMS

e.	3C Does the central body require continuous assessment or in-course tests?		
	Yes	Yes, for parts of the course only	No, not applicable
	TEC BEC CCETSW	NNEB	C&GLI UEI CNA RSA TSD IMS

Interlocking Decisions

180. In asking questions about 'area 4' the questions are concerned with the techniques of control used and their relationships to the strength of control on the system.¹

1. See also the notes in paragraph 142 to paragraph 179. These represent key areas of penetration to the college. This method of curriculum integration is one of the two main types of integration used, but is increasingly used: see also paragraph 181 and Appendix B.

a.	4 Does the central body pay attention to the interlocking nature of its own decisions between areas 1A, 1B and 3A, 3B?		
	Yes	Sometimes	Not applicable, no
	TEC BEC CCETSW NNEB	C&GLI UEI IMS	RSA CNA TSD

Interlocking Decisions

b.	4 Does the central body influence the interlocks by monitoring or approving college initiated plans?		
	Yes	Sometimes, or to some extent	Not applicable, no
	TEC BEC CCETSW	CNA TSD IMS	C&GLI UEI RSA NNEB

c.	4 Does the central body influence the interlocks by the use of field officers or scheme moderators or advisers?		
	Yes	Yes, to some extent or for skill examinations only	Not applicable, no
	TEC CCETSW BEC NNEB TSD	C&GLI RSA UEI IMS	CNA C&GLI

d.	4 Does the central body attempt to influence or approve the college decision taking systems?		
	Yes	Yes but via the field officers or for exam systems only	No
	BEC CCETSW CNA	NNEB TEC TSD IMS	C&GLI UEI RSA

e.	4 Does the central body make contact at course-manager level in the college?		
	Yes	Yes for examination monitoring only	No
	BEC CCETSW TSD NNEB IMS	CNA TEC	C&GLI UEI RSA

Types of Central Body Relationship

181. Each central body has a variety of schemes and the unique character of the scheme can be located by asking the questions above as well as others. In general the answers can be seen to cluster to produce three main types of relationship:

- Examining Body relationship:* where the central body exercises firm control over syllabus and examinations with little intervention in the curriculum decision areas of the learning situations at all levels, and of content or testing at the 'lesson level'.
- Validating Body relationship:* where all initiative in syllabus and examinations comes from the college with central body monitoring and control, and where there was little intervention in the curriculum decision areas of the learning situations at all levels, and of content or testing at the 'lesson level'.
- Controlling Body relationship:* where the central body maintains firm control over the syllabus either by setting it or strongly recommending it, monitors carefully local examinations, and makes strong attempts to influence the other decision areas.

The following section draws heavily on paragraphs 175 and 176. The most useful diagram from that section is reproduced here:

	Aims/Content	Learning Situations	Assessment
Course Level	1A	2A	3A
Subject Level	1B	2B	3B
Lesson Level	1C	2C	3C

182. In terms of the questions given earlier for decision areas 1A, 1B, 3A and 3B the 'examining bodies' tend to produce their 'typical responses' in the direction of central control. These responses have been placed on the left hand side of the page in all the tables between pages 47 and 51. The 'right hand' side responses are for more college-based control and responses for the validating bodies tend to cluster on that side. When we consider the areas 2A, 2B, 1C, 2C and 3C both examining bodies and validating bodies have 'college control' (i.e. right hand responses). Where there is a strong attempt to control in these curriculum decision areas we have used the descriptive phrase 'controlling body'. Controlling bodies also produce more varied responses in the areas of traditional control. The character of relationship established varies from scheme to scheme. In considering the ten central bodies of this report where major elements of their work differ it is recorded in the approximate classification below:

- Examining: C&GLI; RSA; UEI; NNEB; IMS.
 Validating: CNA; CCETSW (CQSW Courses); TSD (TOPS Courses); BEC (Higher Courses).
 Controlling: TEC; BEC; CCETSW (Non-CQSW Courses); TSD (College Courses); C&GLI (Foundation Courses, etc.)

183. Although during the discussions with officers many reasons were given for the variations very little clustering of these reasons appeared. Certainly a 'level of work' reason was not consistently ranged with any one type of relationship. No clear patterning emerged between subject matter and type of relationship. Overall though the impression was recorded that there is some general drift towards a controlling relationship. It should be stressed here that a controlling relationship is demanding of the teachers in the colleges. As has been said above a controlling relationship penetrates new curriculum areas and monitors more curriculum decision areas. However, although the guidance given becomes firmer, initiative for decisions does not necessarily shift to the central body.

Four Innovations

184. It may be useful to consider one or two of the more recent innovations¹ and to draw attention to four or five interesting experimental areas to use as illustration of what may be a 'proto-typical' response. These are

- a. C&GLI Foundation Courses, and their courses for teachers (730 Series).
- b. BEC and their 'Cross-Modular' assignments.
- c. CCETSW Courses for Certificates in Social Service.
- d. TSD Courses and in particular Life and Social Skills work.

1. There remains a problem in defining what an 'innovation' is. The word is usually used to distinguish certain phenomena as being more than mere 'change'. Innovation is usually used by organisational theorists to refer to a change which is perceived to be a significant departure from existing practice, and to require changes in role behaviour and relationships between participants. These are often difficult to understand, require adjustment of identity and career perspective, and may be seen as threatening. A curriculum innovation is connected to the students curriculum but one creating such role change. A classic well researched example is the discussion technique used in the new 'Humanities Curriculum'. An FE example is the introduction of Cross Modular Assignments to BEC. That example stands out since most innovations in FE are organisational in that they shift the locus of decisions without being clear about the curriculum outcome. The TEC process is clearly an organisational innovation but can have an infinitely wide variety of curriculum outcomes. See in particular

Seaman, P. et al. eds. *Innovation and ideology*. (Course E282, Units 11-14), Milton Keynes, Open University Press, 1972. pp. 99-126, and for further bibliography

Challis, R., Huckle, P.J. and Russell, T.J. *An annotated bibliography on curriculum development*. (Coombe Lodge Information Paper: 1338). Blagdon, Coombe Lodge, January, 1979.

C&GLI Foundation Courses

185. The City and Guilds Foundation Courses differ from much of the rest of the C&G pattern in the following ways. Firstly the initiative was more strongly in the hands of officers than is usual and much of the early development took place without a specialist advisory committee. Partly as a result of this a good deal of the syllabus development work was organised by Huddersfield Polytechnic. This 'example material' was clearly intended (and presented as such) to stimulate work in the colleges. In developing the courses and approving the centres for the courses, officers have been more active than with most of the C&GLI schemes. Officers have spoken in many prospective centres in order to convey the philosophy of the course. Their efforts have been supported by special leaflets and publications. A network of field moderators has carefully tried to guide the implementation of each scheme and act as a catalytic or fertilisation agency. There has been a shift in the relationships between the central body and the college and in this shift of relationships there is a blurring of the boundaries of decision-taking. Much the same is true of the new approach to the C&GLI 730 series of courses for FE teachers where the whole burden of testing for certification is shifted to the colleges (although the 730 scheme is an older scheme with established college centres). These two areas share a realisation by all concerned that much of the required learning cannot be tested by cognitive recall and analysis and that the required learning is specially developed in the relationships of the classroom, an area of decision taking which the C&GLI has hitherto not systematically penetrated.

186. The Business Education Council decided that it wished to use 'Cross Modular Assignments' (CMAs) as a key examining technique. It received evidence that in old 'Business Studies' courses a number of subjects had often been taught in such a way that students experienced them as separate 'bits'. By insisting that at least some of the examinations of each student should be 'cross modular' the Council in effect made a powerful thrust to change a significant part of the learning situations and to penetrate college decision areas.² The officers were extremely active in promoting and publicising the Council's attitudes. They attended and participated in many teacher workshops for 'CMA' developments. They also acquired, edited and published example material and made special efforts to co-ordinate the work of in-service staff development centres. The Council also encouraged for CMAs and other reasons the development of course teams of teachers. As in the examples above (paragraph 185) these activities may be re-described as attempts to penetrate the curriculum decision areas previously left untouched by central bodies.

2. This effect was consciously sought after. Far from being a mere 'examining technique', this form of assessment requires a central revision of teaching and learning and also of the relationship of staff to each other. See also Section XXI or this report and paragraph 337, and above.

187. The Central Council for Education and Training in Social Work took a similar approach in its attitude, recommendations and requirements for courses for the Certificate in Social Service. The real-work or placements became a required and almost dominant form of learning. In order to manage them effectively and to integrate them with the other learning a Course Management Committee is required, composed equally of Social Work Agency Staff and College Tutors. Further requirements for the development of placement supervisors as teachers have been put forward. In this example specific learning forms as well as specific organisational forms are required by the central body. The latter is a new penetration into what was previously the college decision areas.

TSD & SPD

1. See also paragraph 252. It was clear in the questionnaire research that many respondents did not know, or thought irrelevant the difference between SPD and TSD. It seems useful to refer here to SPD.

188. In the development of opportunities for young people entering the labour market, both the Training Services Division and the Special Programmes Division¹ of the Manpower Services Commission have taken much closer action than in other TSD work to intervene in decisions about the learning situations. Conferences, special publications and active work by field officers have been extended to active sponsoring and funding of development work in the teaching skills and teaching materials required. The most visible area has been in the promotion of an area of curriculum activity called 'Life and Social Skills' where the active intervention in the learning-situations is of as much concern as is the substance of what is learned.

Summary of Four Innovations

189. Each of the four innovations described above makes new penetrations, of varying strengths, into curriculum decision areas previously regarded as sacrosanct to the college. All have taken place because it is understood that the required learning is not easily testable and is guaranteed as much, or more, from the learning situation as from an attempt to define what is learned. The learnings required are as much process-defined as they are cognitively-defined. They form new areas for possible curriculum investigation and research. They are difficult to describe in that they are not clearly articulated or related by any of the initiators to an overall curriculum theory. Certainly they are difficult to relate to each other because there is little agreed theory. One way of describing the process would be to reformulate the questions given in paragraph 176 as follows:

For each curriculum area:

- a. Who is taking the decisions?
- b. Subject to what external validation?
- c. Subject to what external monitoring?
- d. Under what structures of advice?
- e. Under what patterns of influence?

2. See also paragraphs B1 and B10f in Appendix B to this report.

190. Where we find centralised decision taking in the central bodies we almost invariably find the use of Standing Advisory Committees of Users and Providers.² There is a remarkable unanimity of approach that derives largely from the structural position of the central bodies within the authority relationships in FE. They have ambivalent authority relationships to the central government, industry, LEAs and colleges.

Structure of Curriculum System

191. It is this structural aspect of the curriculum system from which so much derives. It is a set of financially and educationally independent bodies, largely established by central government, with the main patterns of relationship and boundaries between them monitored and influenced by the State. Three main consequences flow from this structural aspect of the system. Firstly, because they are immediately outside the central and local government and not the direct result of employers' actions, they continue to exist by maintaining their credibility in the eyes of employers and students in providing worthwhile certificates. They all thus pay particular attention to the establishment of large and expensive consultative processes which attempt to establish and manifest channels of access for employers' opinions early in the certificate and course design. They try to convey to users and providers the feeling that they as a central body are open to the receipt of sensible and sound opinion. They consult teachers. The position of the central bodies is that they cannot be seen as imposing on anybody.³ They must facilitate, negotiate and manoeuvre until a working compromise exists.

Credibility

3. This is not to say that they are always successful. There is also, overall, a remarkable ambivalence about being clear about the processes whereby the advisory committees are formed and how people are expected to use them. It is usually the case that a 'higher level' committee approves a structure of nomination of a lower level committee on the basis of an officer recommendation, and officers frequently recommend additional 'useful' members. Members are usually asked to serve 'in their own right' and not regard themselves as 'mandated'. Central bodies do not always announce the nominating bodies of committee members, and on occasions may not announce the membership of

committees. Rarely is there active (or printed) encouragement to use these contact points, although on many occasions comment to the central body direct (i.e. for officer 'processing') is encouraged. In aggregate there is an ambivalence over the use of committees, and an ambivalence on the role of officers (see also paragraph 348h and note to paragraph 301).

Cost Problems

Unclear Responsibilities

1. See also paragraph 167 and note, and 169.

192. A second consequence of their independence is that they must do all this on the income they believe to be available from students' fees. This usually means that they do not feel in a position to hire significant numbers of full-time curriculum writers or researchers. The energy of most of the professional officers employed by these central bodies is most frequently devoted to the maintenance of the consultative system or examination processes. Little can therefore be done in the way of detailed job analysis, curriculum research or research in educational measurement. The amount done depends on the scale of the central body and not the entry size to specific (examination) schemes. The current system means that large numbers of small schemes are subsidised by a few large ones. Most central bodies are not staffed by professional teachers or trainers with a long experience of the system. A great deal of work is done by advisory committee members who have wide experience of education and training, but the work is undertaken as the consequence of holding an honorific office and in addition to their normal duties. Few of the central bodies pay fees for such work. The major source of systematic job or industrial research to these committees is the ITB members of the joint user-provider committees. The curriculum system is thus indirectly supported by systematic job research. The other source of funds for curriculum research is the MSC funding of development work.¹

193. A third consequence of the separation of the curriculum agencies is that, although they grasp clearly that much work remains to be done in designing class-room instruction they are unclear about their role and position in this. All act in a rich variety of ways to pass out information and assist in meeting requests for speakers, advice and news: yet few wish to impose on what is 'properly' the province of the college. Some make categorical statements that they cannot answer questions about teaching and all are reluctant to produce any teaching materials on a regular basis (although most produce some examples of 'what might be done'). The central bodies are a part of the system yet not authoritatively related to it. They exist as necessary, but negotiate much of their existence. They clearly, as a group, are uncertain about their responsibilities for the colleges. The colleges are similarly uncertain of their obligations to the central bodies. This uncertainty is ironic since by virtue of their charters the central bodies are mostly responsible for the promotion of an appropriate education of people by a variety of means, the main one of which is the granting of awards. They exist to guide or form the educational experience, yet they may become restricted by the structure of their position to the design of examinations. Even those that regard themselves as validating bodies concern themselves with examinations, syllabuses and learning in that order of priority.

194. It may be useful to point out that this is not necessarily the only way of working. Most of our partners in the European Community have systems where-by curriculum design and development work is funded directly by the central or by local government.² In the Federal Republic of Germany the initial outline syllabuses (Rahmenlehrpläne) are designed mainly by professionals employed by Federal and State (Länder)³ government. These outlines (which are specified as such) are then further detailed within each Land by curriculum working groups which are usually composed of experienced teachers on full or part secondment. The implementation may be followed through and assisted by large teams of inspectors. In Berlin, for example, eight inspectors oversee the work of 350 business studies teachers. The development of learning materials and of evaluations are also carried out by large professional organisations.⁴ These comments may appear to be simply an implicit recommendation for more resources. They are made to help understand the English system by contrasting it to a system which is differently organised. The German system will have different dissemination problems.

195. A most important feature of the Further Education curriculum system is then its structural independence from the main organising and funding agencies. A second important feature is that it remains one in which vocational activity is seen as an important integrating element in the course. There is a dominant value on this idea of course integration around the vocation. Modular courses exist but even in these cases the units are designed mostly for the vocation. Exemption for other previously acquired qualifications is the exception and allowed only for a minority of units. Most central bodies will certificate only

2. While conducting the research for this report, the researcher was also involved in investigations comparing curriculum process in the Federal Republic of Germany with that in England and Wales. That work is reported in the works cited below. See also Volume Two for details.

3. Andrews, P., Russell, T.J. and Whybrow, J. *The German vocational education system*. (Comparative papers in FE: 4). Basingstoke, Coombe Lodge, 1980. ISBN 0-9502574-8-6.

4. See Finlayson, J., Parkes, D.L. and Russell, T.J. *The Anglo-German report on common aspects of the curriculum*. (Comparative papers in FE: 2). Basingstoke, Coombe Lodge, 1980. ISBN 0-9502574-6-X.

See 'The supporting institutions' in

Russell, T.J., *16-19 education in the Netherlands*. (Comparative Papers in FE: 1). Basingstoke, Coombe Lodge, 1980. ISBN 0-9502574-5-1.

1. A further comment on modularity is included as Appendix B to this report.

2. See also paragraph 21.

for a large 'package' which is coherent as a vocational package.¹ Officers of the RSA, the Board closest to the modular philosophy, stated in interview² that in practice most 'single subject' examinations were taken by people who were in the process of collecting a coherent package. The consequences of this ideology are not clear. In as much as syllabuses and guidelines are skeletal, integration around a vocational theme in the teaching will remain uncertain. The idea of integration will raise questions about the organisation of the teaching and the organisation of the teaching team for it is in these that integration will take place. There remains a lack of clarity in the degree to which the central bodies rely on the vocation in itself to provide for integration and the extent to which they expect integration to derive from organisational processes set up for that purpose. As long as the central bodies do not clarify the more fundamental issue of their own relationship to the colleges, they are unlikely to clarify for themselves or the colleges the issue of how this integration should take place. These issues are still regarded as the province of the colleges. Those bodies that regard themselves as 'validating' bodies all pay some attention to this integration of the course team in their validation procedures. The second part of this research attempts to look in some detail at these processes of team integration and course integration.

3. It became at one point a 'bad joke' concerning at least two of the major innovating bodies that at each gathering of teachers to update themselves it was called for each person present to table what documentation they had acquired in order to construct an (almost) complete set. This was the situation, not wholly the responsibility of the central bodies (see also paragraph 185 and note) but they are in part responsible.

196. One final comment concerns the acute difficulty of obtaining a full range of relevant information. The Further Education Staff College attempts to keep a comprehensive collection of documents of the central bodies but in each interview the researcher was offered more that were relevant. In many cases these were documents not referred to in other documents and not on the official list of publications. It must be seriously doubted that any classroom teacher, no matter how diligent, could acquire a full set of relevant literature.³ This seems to derive in part from a widespread uncertainty about what is 'public' and 'published' and what is administrative, regulatory, or aimed to a specific sub-set of the population the central bodies work in. The widespread nature of this uncertainty makes it invidious to cite examples which might appear as specific criticisms but many central bodies have for example key information in a poorly referenced and poorly seriated collection of 'Letters to College Principals' that are not referred to in their own list of publications. It is difficult to imagine how in such a situation teachers can feel they are being involved, consulted or even informed: and how they can go on to form a coherent team.

SECTION XV

Introduction to Part Two of the Research

'Survival is an art. It requires the dulling of the mind and the senses, and a delicate attunement to waiting, without insisting on precision about just what it is you are waiting for.'

1. French, M. *The women's room*. Deutsch, 1978. ISBN 0-233-96980-2.

2. The questionnaire used for Heads of Department is included in this volume as Appendix A.

3. See Volume Two of this report.

4. Eraut, M. *In-service education for innovation*. (Occasional paper: 4). Councils & Education Press, on behalf of NCET, 1972.

5. see also paragraph 14.

197. The senior staff of colleges are marginal men. They man the boundaries of their organisations, transmit messages in and out, and always tend to be identified by the receivers of the messages as being in the out-group. Their task is not easy. Like all marginal men they tend to be survivors. In as much as they see themselves as educators they have to ensure that those closer to the real decisions are working well; they often wish to preserve the independence of the college from outside penetration, yet need to keep the college in reasonably responsive mood to outside pressures for change. This part of the research was organised to see how senior staff fit in and interpret their part in curriculum development. The questionnaire survey was designed with a number of assumptions in mind. It was first of all assumed that, ordinarily, organisation for curriculum decisions in the colleges took place at departmental level or below rather than college level and that Heads of Department were responsible for ensuring that appropriate levels of activity took place within the organisational structures that they set. Thus the survey was organised primarily to be directed at Heads of Department.² Nevertheless, college Principals also have some overall responsibility in these matters and a different questionnaire was addressed to them.³ They were also the initial focus for the survey since the basis of the sample was a college base. The initial contact was made with college Principals and they were asked to co-operate by asking their Heads of Department to complete the questionnaire and return to them, prior to forwarding them to the researcher.

198. The conceptual basis underlying the design is similar to that used by Michael Eraut⁴ in his work which assumes that curriculum decision is seen as 'problematic' by the teachers who search their environment for information or solution to their problems. Their 'problem' is to decide what (and how) to teach. Thus information received from a central body will help them decide. We do not here assume an inactive receipt of full messages, but of messages which not only need 'de-coding' but a positive range of further activity.⁵ The main variation to the concept just described that is used in this research is that the Head of Department (and Principal) moulds the structure of each teacher's environment by setting up an organisational structure within which the teacher conducts this search and problem solution. Most questions on the questionnaire are therefore intended to relate to this model and to explore the role of the Head of Department (as self-perceived) in these processes. The environment, as far as the FE teacher is concerned, is frequently dominated by a single central body. Thus we are almost in the position of considering a centre to periphery diffusion model; with the teachers seen as decoding messages from the centre. It remained open to question to what extent teachers see the centre as providing a model, a framework (or scaffold) or a set of stimulus ideas: although it was hoped that some of this would emerge as the research progressed.

Curriculum Models

199. There is a strong centre-to-periphery modelling in the research, in the modified sense that what is sent from the centre is understood to either require further detailing, or be a stimulus to curriculum activity in the colleges. By implication various techniques of the ten central bodies to supply the need for decodable messages is under comparison. Thus each Head of Department was asked to fill in a questionnaire and answer the standard series of questions in regard to a single central body that they identified right at the front of the questionnaire. It was hypothetically possible that central body variation was not the most significant variable. The questionnaire thus allowed for a data-sort and comparison by a number of other factors that influence their response:

- a. Central Body
- b. College Size
- c. Region
- d. Departmental Size
- e. Type of Department

1. The classification by college size and region was used to create a thirty-cell structure for all major institutions of FE and a random sample of colleges was drawn from each cell. 58 colleges were approached and in the end 48 colleges sent 390 copies from Heads of Department. The sample was supplemented (see also note to para 202 and Volume Two) to reach 474 Heads of Department replies.

2. The three coding frames referred to here were co-ordinated to be the same as those of the Blackpool team undertaking parallel research, now published by the FEU under the title 'Loud and Clear'. See also Appendix C to Volume 2.

200. Questionnaire returns were classified by the researcher

- for college size¹ as being small (under 500 full-time-equivalent students), medium (500-1499 FTEs), or large (more than 1500). This was done using information from the DES Statistics Branch;
- regions¹ using standard RAC definitions;
- departmental type², using the title of the department with occasional reference to the college prospectus.

The departmental size was taken as being the number of full-time teaching staff in the department as reported in the questionnaire. This gave the possibility of data analysis by five frameworks, four other than the main one under test.

201. The questions asked may be seen as concerned with:

- Sorting and Questionnaire Administration (SA)
- Information Searching (IS)
- Solution Searching (SS)
- Organising for Courses (O)

Analysis of the questions is given here:

	SA	IS	SS	O		SA	IS	SS	O
Cell 1	X				Cell 28			X	X
2	X				29		X	X	
3	X				30		X	X	
4	X				31		X	X	
5	X				32		X	X	
6	X				33		X	X	
7				X	34		X	X	
8				X	35		X	X	
9				X	36		X	X	
10		X			37		X	X	X
11		X			38		X	X	X
12		X			39		X	X	X
13		X	X		40				X
14				X	41				X
15				X	42				X
16		X		X	43				X
17		X	X		44		X	X	X
18		X	X		45			X	X
19		X	X	X	46		X		
20		X	X		47		X	X	
21		X	X		48		X	X	
22		X	X		49		X	X	
23		X	X		50		X		
24		X	X		51		X	X	X
25		X	X		52		X	X	X
26				X	53		X	X	X
27			X		54	X			

Analysis of Response

202. In all 474 responses from Heads of Department were classified. The main frame appears thus:

	CNA	IMS	TEC	BEC	C&GLI	CCETSW	RSA	NNEB	UEI	MSC/TSD	Totals
East Anglia	2	1	9	3	12	2	3	2	0	2	36
London & Home Counties	8	1	21	9	31	4	8	1	1	10	94
North West	7	2	13	8	16	2	7	2	0	9	66
West Midlands	1	3	14	11	15	3	10	4	14	7	82 ^a
Yorkshire	1	0	5	2	8	1	1	2	0	5	25
East Midlands	1	2	9	2	9	1	2	2	1	6	35
Wales	5	2	9	2	10	2	1	2	0	1	34
South West	0	0	6	1	10	1	1	0	2	3	24
South	18	0	7	4	8	1	2	2	1	3	46
North	1	0	7	3	12	1	3	1	0	4	32
Totals	44	11	100	45	131	18	38	18	19	50	474

3. In order to increase the number of responses in the IMS, CCETSW, NNEB and UEI, the sample was supplemented by ten colleges in the West Midlands. For details of this procedure see Volume Two.

1. The questionnaires were completed Feb-April 1979.

CNA A an Exceptional Case

2. See also paragraphs 231 and 253.

3. See also paragraphs 333, 334, 339

203. A further nine responses were received: four of them not classifiable for a variety of reasons and five in regard to central bodies not part of the research. In general the level of response and its character was helpful. Many Heads of Departments volunteered wide ranges of information and made many supplementary comments on the questionnaire (referred to subsequently as 'over writings'). They also often enclosed job descriptions, notes and staff handbooks, and even copies of articles that Heads of Department had written. The over-writings, further information and the designed open ended questions were all taken into account and cross references made when coding the main replies. Heads of Department frequently made comparative comments between central bodies which illuminated many of the answers.¹

204. The responses dealing with CNA must be regarded throughout as a special case, for despite co-operation many clearly saw much of the questionnaire as irrelevant to their problems and/or a misunderstanding of the CNA. One Head of Department wrote an eloquent letter in response which indicated that CNA was not a curriculum body, but one which validated curriculum work done in the colleges. It was thus not seen as a provider of information or a source of ideas and only entered the arena very late from the colleges' viewpoint and was expressed as follows:

*'... Questions 8 to 26 assume we are constantly striving to satisfy the requirements of the 'central body' (i.e. the CNA). This is, of course, not the case - our CNA approved scheme embodies our criteria and regulations which the members of staff have to follow...'*²

205. The feeling that the curriculum developers did not have a sustained relationship with the central body (CNA) was widespread and expressed in a variety of ways. Many of the questions were thus fairly meaningless to the CNA respondents, who often said so by writing onto the forms. Another expression of the same phenomenon may be that from one polytechnic almost as many responses were received for bodies other than the CNA, than for the CNA.

206. A key question area was that of 'organising for courses'. At the time of constructing the pilot research however, the importance of this area had not emerged from an analysis of the central body material, and the questions lack precision. The most difficult area of all, the exploration of tensions aroused by the spread of 'professionalism' has to be interpreted from the open-ended questions (and recorded in Volume 4).³

The view that the central body had a weak relationship to internal processes is not exclusive to CNA respondents. For others (e.g. C & GLI respondents) it existed (see paragraph 253) but was expressed differently. In the CNA example cited the initiative is seen as coming from the college; for C & GLI it clearly comes from the central body, but some feel there is a proper barrier for authoritative penetration at the college boundary. One example of this feeling is expressed below in the first quotation drawn from a C & GLI respondent. Another respondent draws out the consequences of this barrier in a way more sympathetic to the researcher, and is given in the second quotation. More quotations exist in Volume Four.

a. *'This questionnaire was introduced under the title of FE Curriculum Review and Development Unit. It then switched to Staff Development, Teaching Methods and the interpretation of Syllabus and Schemes of Work.'*

Unless the aims and objectives are consistent the answers can only be as vague as the questions.

Curriculum = Course content; which may be specified either in syllabus form or objective form.

Teaching Method = The mode of imparting knowledge.

Are you really interested in the Development of the Curriculum or the Development of the Staff?

It could appear that this questionnaire was interested in the interpretation of course objectives and 'the most efficient methods of ensuring that these objectives were achieved.

These methods of imparting knowledge must vary as much as students vary. An efficient teacher will use the most appropriate method at the most appropriate time.'

b. *'If 200 colleges offer a C & GLI course, there are 200 interpretations of the syllabus, all being different and when this is multiplied by a number of teachers concerned with the course in each college, the variations must be quite frightening. There is a greater need for far more direction by the C & GLI but as they are essentially an examining body without expertise in many areas they are either the wrong body or have the wrong terms of reference. There is a need for far more direction for all the C & GLI courses in any direction.'*

SECTION XVI

Discussion and Analysis of the Questionnaire Survey

1. Copy in Volume Two of this report.

2. See paragraph 201.

Order of Discussion

3. See paragraph 199.

Use of Printed Information

4. Many questions were presented as tabular blocks for ticking. Because more than one piece of data was coded from a single question block the number of coding cells is larger and thus the question numbers on the questionnaire do not match the number of the coding cell. On the computer print out the cell numbers appear as 'question numbers' and no reference is made to the original question numbers. Readers comparing discussion in Volume One to tables in Volume Three should exercise care in this respect.

5. See also paragraph 286.

6. A communication, or message, enters an organisation at a single point (e.g. Principal, or Head of Department). It may be relevant to one or more persons in the organisation and is rarely of importance to only one person. It thus has to pass through a series of gatekeepers who may pass it on, pass it on a circular route, duplicate the message, or halt it. 'Gatekeeping' is thus a key role in most organisations, but is particularly important in our curriculum development model.

207. A brief questionnaire was used for college Principals to answer.¹ It had one function of introducing the research to college Principals and although its other function of data collection was interesting it is not proposed to discuss it in this section of the report. It is used, in part, to help interpret the Heads of Department questionnaire, and also some of the data is reported and used in Section XVI of this report. It has already been stated that some of the questions in the Heads of Department questionnaire can be described as seeking data on the way in which staff search for information or solution to their curriculum problems and other questions were more concerned with the way in which senior staff structure the organisational frameworks within which teachers work.² In discussing the analysis of the data the questions on information and solution search are dealt with first, and those on organising are dealt with last. Of the five alternative analytic frameworks³ the most significant was usually the analysis of response by central body, so that is usually discussed first, with comment on the analyses as appropriate. Reference can be made to Appendix A of this report which is a copy of the Heads of Department questionnaire where the reader can see the exact mode of presentation of questions. Presentation of statistical data has been kept to an absolute minimum in this volume of the report. Copies of all statistical tables are included in Volume Three of the report and copies of all the responses to open ended questions are in Volume Four of the report. Copies of these are available in the Further Education Curriculum Review and Development Unit, and at the Further Education Staff College.

208. Question eight (Cell 10)⁴ asked respondents if they found enough information in the printed material they received from the central body; and asked them to tick boxes 'yes', or 'no' or 'too much'. Most importantly, overall (80.6%) said 'Yes'. All the not applicable or non-responses were in regard to CNAAs. 31 Heads of Department said they received too much information and of those 25 were responding in regard to TEC (25% of TEC response). Distressingly perhaps, 18% of TEC respondents said the printed material did not contain enough information, a figure surpassed only by those responding in regard to TSD (22%). Statistically of greater significance was the fact that no person responding to the C & GLI said they received too much information. From the other analyses it seemed that small departments (under twenty full-time staff) felt a little deprived of information, which is probably some reflection of their other difficulties expressed elsewhere; perhaps they depend more than large departments on written data.

209. Question nine (Cell 11) asked if they received sufficient quantities of printed material from the central body; and asked respondents to tick a yes-no box. Once more most (78.7%) said yes. Only in the case of BEC⁵ was there any significant reporting of insufficient copies. Of importance, however, is that this overall response does not vary significantly by region, or by college size. Only in departments over 60 staff is there a slight indication (but not wholly reliable because of the small sample) that they feel undersupplied with copies. Below 60 the satisfaction is evenly distributed. Interestingly the Departmental-type analysis indicated that Arts and Humanities departments feel that insufficient copies are supplied. This may be a reflection that they frequently hold a servicing role and that they feel the 'gatekeeper'⁶ functions on information flow within the college would be better administered with more copies to hand.

210. Question ten (Cell 12) presented a sliding scale concerning the utility of the material; and gave an opportunity for an open ended response (Cell 13). The satisfaction reported by heads of departments responding in regard to RSA was markedly higher than for any other central body but there was not much other variation except that TSD received comment of dissatisfaction. The TSD here, like the CNAAs, was also seen as not relevant. Elucidation through the open ended responses was not always easy since only 130 (38%) chose to make their comments more specific. This proportion was noticeably higher for TEC, BEC and TSD. For TEC respondents the dominant concern was for clarity in drafting with comments such as

'It requires very careful reading to make sure any important point isn't missed' and

'Frequent enquiries to TEC are necessary'

For BEC respondents it was delay with comments such as

'Useful but always late'

'Some still outstanding'

'It is late or not yet available'

For TSD the concerns were extremely various as are the courses. Overall the impression is that whatever the overall helpfulness of the organisation, it could be more helpful in providing information.¹ For example:

*'Valuable on General Policy and Basic Philosophy.
Less valuable on Content and Approach.'*

1. See also paragraph 310.

Contact with Central Body

211. Question thirteen presented sliding scales concerning the ease with which the Head or his staff could contact officers of the central body by letter (Cell 17) or by phone (Cell 18). Much of such contact is initiated, one assumes, in an attempt to resolve problems or clarify obscurity. In analysis by central body respondents in regard to the smaller bodies (IMS) or those concerned with the caring professions (CCETSW and NNEB) found contact by letter and phone easy. The TSD also rated highly, and this may be connected to their regional and local officer structure. TEC was reported as (statistically significant) more difficult than any other of the central bodies to deal with. Regional analysis showed little variation although the London and Home Counties area tended to use, and be more successful in their 'solution search' with the phone. Similarly large colleges had more success by phone and large departments had more success by phone and letter. Analysis by departmental type showed little except that Building and Construction Departments reported more difficulty than most (including engineers, who share a similar range of central bodies).²

2. See note to paragraph 225.

Face to Face Meetings

212. Question fourteen (Cell 19) asked if and where respondents had tried to meet officers of the central body; and question fifteen (Cell 20) asked if they had found it easy. In searching out to meet an officer of the central body and the ease with which this was achieved a regional analysis would indicate that the South West and the North West are relatively inactive in their searches as are smaller colleges and smaller departments. An analysis by central body referred to would indicate that TSD are the most searched for with CCETSW as second.³ Officers of the C & GLI and interestingly, bearing in mind previously reported difficulties, officers of TEC are not sought after. In the case of the CNA A a polarisation effect was reported: that is many saw the question as irrelevant but many tried to meet officers and found it easy, and were successful. This polarisation effect was followed through the next question (sixteen) where respondents were asked to tick a block indicating how useful they had found their letter (Cell 21) phone (Cell 22) or face-to-face contacts (Cell 23). In this block CNA A respondents were joined by those responding to C & GLI and RSA. In brief, the minority that tried found their contacts very useful or useful. TSD respondents made most contact, particularly by phone or in person, and found these contacts very significant and useful. For TEC however a significant minority, proportionately larger than for any other central body, found these contacts not useful. In this section of the questionnaire there is little interesting analysis by departmental type except to note that Engineering departments seemed to be more systematic in trawling their environment for useful knowledge than any other group, and that Art and Design departments made very little use of the telephone. Interestingly, analysis by region and college-size showed no variation, with some slight tendency for large departments to be more successful.

3. An interesting pairing: does it relate to their differential fundings, and ability to get out? - See paragraph 252.

213. Question sixteen gave an opportunity for open-ended elaborations (Cell 24) to its 'block' presentation. Analysis of the elaborating comments is once more difficult because only 87 (18.3%) made any. Those for BEC were generally laudatory, particularly of the regional, local, and college meetings made by officers and sometimes naming them. Those for TEC were more critical of the difficulty of identifying the right contact point or of obtaining a decision. Despite that the culpability seemed to be placed elsewhere. One commentator said:

'The difficulties are mainly related to the vast scale on which TEC is attempting to do its work within a limited budget' ... my personal view is TEC has provided a good opportunity to review technician education.'

1. See paragraph 195.

Moderators and Officers

2. Despite two pre-tests this distinction was insufficiently made in the questionnaire itself.

214. Question seventeen (Cell 25) asked how frequently the departments were visited by officers of the central body in the two years before the questionnaire was completed. Supplementary comments written on the questionnaire revealed that a high valuation was placed on visits to the departments by moderators and assessors who were frequently mentioned here in over-writings. Supplementary comments made elsewhere on the questionnaire indicated that strong distinctions were sometimes made between officers and moderators/assessors.² Here it would appear the distinction was eroded because for some purposes of problem-solution they were seen as equally useful. Moderators' visits, where reported, were therefore coded as officer visits. It becomes clear that colleges are infrequently visited by officers of the C & GLI, RSA and UEI. On the other hand, officers of the TSD visit very frequently indeed (at least once a month) and the CCETSW respondents receive an average of about six visits a year. NNEB respondents and BEC respondents made a special point of emphasising the value of moderator visits, this was also true, but less marked, of TEC respondents.

Workshops

215. Question nineteen (Cell 27) and twenty (Cell 28) asked about the frequency with which first the department, and then the college, organised its own workshops and conferences, in order to 'solve' its problems. An attempt was made on the questionnaire to distinguish these activities from 'departmental or course-team' meetings and thus by implication these workshops or conferences could include outsiders to facilitate the acquisition of useful information or alternative ideas. Neither question produced a high response but it was highest for TEC and BEC respondents (who either had a large number of workshops or none) with C & GLI, CNAA, RSA and UEI all very low, with NNEB occupying an intermediary position. Of the other analytic frames only the regional one produced anything significant with the Yorkshire-Humberside and North-Western regions being noticeably higher in such activity.

Conferences

216. Question twenty-one asked about the frequency of use made of conferences and workshops organised by a variety of bodies outside the college that could be used in the information or solution search idea (or by the central body for dissemination purposes). The question was presented as a block for ticking and assumed that if staff used such conferences frequently, they had initially found utility and satisfaction. The first two potential organisers of conferences or workshops were the LEAs (Cell 29) and the RACs (Cell 30). Although distinctions were thus asked for between LEA and RAC activity it is not necessarily clear that this was made. West Midlands and Yorkshire organise at an LEA level, and Yorkshire went strongly ahead of the field in RAC activity³ with the Southern region bottom in both cases. As far as central body analysis of these cells is concerned, priority has clearly been given TEC and BEC where change is demanded. Specialist bodies such as IMS and CCETSW receive very low priority (NNEB has a co-ordinated policy of regional meetings locked into LEA and RAC structures) while curiously TSD, an area of curriculum change and need falls very low on these scales. Analysis by college size and department type reveals little, but middle size departments (20 to 50) tend to achieve a higher proportion of their members on LEA and RAC conferences than other departmental respondents.

3. See also paragraph 287 and note.

217. This analysis is very similar to the analysis for attendance at College of Education workshops (Cell 31). Again TEC and BEC (in particular) are high, as are the West Midlands and Yorkshire.⁴ This reflects the 'new problems' and also the close links between respectively Worlverhampton and Huddersfield Polytechnic, and West Midlands RAC and Yorkshire and Humberside RAC. Of the central bodies, UEI respondents are noticeably lower here and this probably reflects the differing relationships of the body to its colleges. The committee meetings of the UEI themselves obviate the necessity for much else.

4. By chance the case study in the Yorkshire region was for producing new courses for BEC. It was noticeable in that it produced, of all the cases, the highest use of conferences. See also paragraph 287 and note.

218. Only 34 respondents reported useage of NATFHE activity (Cell 32) and this is clearly only a minor source of information or help with curriculum problems for most colleges. The distribution of use when analysed under central body showed little of statistical significance.

219. The use of conferences etc. organised by the central body (Cell 33) was interesting. The three bodies, IMS, CCETSW and NNEB, once more showed their close-knit worlds. For respondents in regard to these bodies the central body itself was very important and large numbers of colleges responded at the higher ends of the scale. The data on TEC, BEC and C & GLI may call this whole section into some doubt since a very large total number of respondents (although a smaller percentage than the three cited earlier) claimed to go on these conferences yet the central bodies themselves did not report the organising of

1. Although the bodies have organised few conferences directly, they have given major support to this activity and officers have appeared, when asked, as often as they can. See also paragraphs 33, 77 and 89.

2. Specific Professional Bodies, or groups of specialist teachers have an important role when identified. This was revealed also in case study work. See paragraphs 275, 281, 282 and 319.

them.¹ However it may be that, after the event, some people forget who exactly organised the event and remember only the significance of the event. Those people will naturally cluster their responses into this cell of the questionnaire.

220. Trade and Professional Associations may also organise conferences (Cell 34). The two groups of central body respondents reporting most of this are TEC and RSA. It is not clear what this means for RSA except perhaps the subject - teachers associations but TEC has a rich variety of other professional bodies such as the Institute of Electrical Engineers² (cited) that have organised conferences. Use of Coombe Lodge (Cell 35) corresponded very closely with the institution's programme of work for TEC and BEC. The regional analysis confirmed the institution's own data of a fairly even spread with Yorkshire and London slightly high, and Wales and the North slightly low.

221. The last two lines of the block (Cell 36 and 37) were left open for 'others' and respondents who used them were asked to cite what other source of conference activity was used. The most frequently cited source was reference to a group of colleges organising a course. Now since the LEA was included in the panel of questions, these meetings were clearly seen as being college-group organised and not LEA organised. Other sources cited were 'personal contact' and others such as 'Association of Departments of Marine Engineering'. Close inspection of the small number of respondents using these lines revealed they were from respondents concerned with TEC, BEC and CCETSW. The last of these mentioned liaison with employers as a key source and this recurred a little with TEC and BEC, although with the latter two the data could more easily be interpreted that the college was giving information. Yet it should be remembered that these three central bodies have all recently required evidence of employer consultation or involvement in curriculum design for validation purposes. Thus in this context respondents are in fact keeping up with the changes required by central bodies.

Funding and Costs

222. Question twenty-two (Cell 38) asked about the adequacy of funds to meet conference fees etc.; and allowed for a comment in expansion (Cell 39). A strong regional and college size differentiation emerged. London and the West Midlands appeared to be content with their funding but the South-West, North and North-West are not. This may well be related in part to the travelling distance (and cost) necessary to attend conferences, or it may not. Large colleges are more content, while no small college respondent said that funds were 'most adequate'. This is possible to explain in that, as a percentage of staff salary, large colleges and departments need less to get one staff member to a conference than small colleges. Analysis by central body indicated the most satisfaction was achieved with CCETSW respondents and with TEC respondents reporting dissatisfaction most often. From analysis of the comments in expansion, it is to be noted that many of the TEC respondents who were satisfied added an emphatic 'now', indicating earlier difficulties which perhaps not all have yet overcome (much the same appears true of BEC, although the smaller sample leads to a lower statistical confidence in the statement). Further in regard to TEC and BEC supplementary comment emphasis was placed on funding for release for conference attendance³ as much as the conference fees. One should finally note the dissatisfaction with funding from the North-West where frequent supplementary reference was made to the fact that only '75% of costs are paid'. This comment was wholly absent in the Southern and Midlands regions.

3. See also paragraph 255.

Examiners

223. One valuable source of information and of solution to problems is to have a staff member in close association with the central body as a committee member, adviser, or examiner. Question twenty-seven (Cell 44) asked how many such contacts each department had with the central body referred to in the questionnaire; and question twenty-eight (Cell 45) asked for an open-ended response on how that contact was made use of. The responses were interesting. The questions were put in a very broad fashion and the responses proved more various than had been expected. For example, some TSD respondents indicated that staff members were on Advisory Committees and this probably indicates local committees rather than central committees (TSD is still the lowest response). Nevertheless it is interesting to note that the highest response came from NNEB, a body which makes use of moderators. These are specifically mentioned also for TEC and BEC (1.0 per department) which have comparable rates but lower than that for NNEB (2.7 per department). C & GLI and RSA are quite high with an average of about 2 contacts per department. Their usage of these contacts is interesting and reflects the other organisational patterns used. They tend to be used in whatever other organisational and communication networks exist: i.e. informal for C & GLI and RSA and formally for CNA, TEC and BEC (see also para 232 to 237).

Relative Use of Data Sources

224. Question twenty-nine was summative and asked in a single panel how *generally* useful publications and conferences were for keeping up to date with the central body. The same panel asked about the general utility of journals, mass media and other sources so that the relative utility of these different media to the respondent was adequately displayed. Generally the order of aggregate utility expressed by the respondents was the same as the order in which the media appeared in the panel but this was not thought to be merely a function of that presentation.

225. Publications of the central body (Cell 46) were seen as the most useful except that occasionally an overwriting indicated that while they were essential their clarity left something to be desired, reinforcing points made earlier in the questionnaire. This finding was not differentiated by region, college size or departmental size where the tables of analysis were of no statistical significance. There was a marked variation in the analysis by central body. Perhaps the key differentiation in this whole group of questions could be taken as the percentage of the response that said the printed medium was 'very useful'. On this analysis RSA (71%) and CCETSW (72%) stand out ahead of the other bodies in a significant way. IMS, UEI and BEC formed a middle group (45%, 42%, 40%) with the others more or less equal as a bottom group. CNAAs respondents, as reported earlier, frequently saw the publications as not relevant. Analysis by departmental type showed that more Business Studies departments found publications useful than other departments, probably a reflection of the RSA phenomenon mentioned earlier. Otherwise the table showed little of interest except that engineering departments found publications more useful than building and construction departments. What made this particularly interesting was that the pattern was reversed when we look at the next medium, conferences which builders found more useful than engineers! What is also marked is that a significant percentage of engineering departments find the conferences unhelpful. This repeated differentiation of engineering departments from building and construction departments cannot easily be explained by central body differentiation as is shown in the following table but certainly represents some kind of personality differentiation. This may also exist in other types of department where it is masked by the central body analysis.

	Building and Construction		Engineering	
	No.	%	No.	%
CNAAs			3	2.7
IMS			1	0.9
TEC	25	44.6	48	44.0
C & GLI	25	44.6	42	38.6
UEI	2	3.6	10	9.2
TSD	4	7.2	5	4.6
	56	100%	109	100%

There is a conclusion to be drawn from this. If it is true that personality types, and responsiveness to media do vary in this way, the central bodies ought to select with some care the communications media they use according to the personality type they face for a specific vocational curriculum.

Relative Use of Media

226. Generally fewer respondents found conferences useful than found publications useful, but the pattern of central body utility shifted (Cell 47). Again CNAAs respondents saw them as irrelevant (52% didn't use them), but for this medium RSA respondents had a low frequency for reporting 'very useful', only 11% of those respondents. BEC and NNEB respondents reported the greatest utility with the other central body respondents forming a middle group. Analysis by college size proved not significant while there is some evidence that larger departments found conferences more useful than smaller ones. There is a distribution of utility by region. In Yorkshire and Humberside conferences are seen as very useful, twice as often as nationally (42% : 19.4%), while no respondent in that region 'did not use them' and no respondent saw them as not useful (one response had no data). In the West Midlands, South and North the 'very useful' response was almost half the national average.

227. The perceived utility of educational (Cell 48)¹ and trade journals (Cell 49) was also asked. These were seen as much less useful than publications of the central body, or than conferences. No assistance was given, or explanation asked, for the differentiation used by the respondents. Only for respondents for

1. See also paragraph 254.

NNEB did any significant number find the educational press useful, but for the 'trade press' significant numbers for CCETSW, NNEB, RSA and IMS found it very useful. Once more we may be looking at the small tight-knit worlds that some of these bodies serve.

228. For the utility of radio and TV (Cell 50) very few indeed found them 'very useful'. Respondents for NNEB claimed so, but for what may well be 'keeping up to date' rather than keeping up to date with the central body. This becomes a possibility when analysing the supplementary sources (Cell 51) for here NNEB respondents mention meetings with employers. Of course, since the central body requires being up to date with employers, the boundaries do become eroded. The table of analysis of the data by central body though has one other outstanding feature, namely that 39% of BEC respondents found the Radio and TV useful. No explanation comes from the data but this may be a reference to the BBC TV broadcasts on assignments for BEC. No interesting information, other than that mentioned comes from the few respondents using other sources.

Organisation for Curriculum

1. 31 were received, but standardisation would imply that they applied to at least 60 of the 171 returns that mentioned their existence.

Job Descriptions

229. All the other questions on the questionnaire sought to identify the formal and informal organisation that Heads of Department set up within which teachers work and solve their problems (i.e. decide what and how to teach, and what and how to assess). Question five (Cell 7) asked who was primarily responsible for the organisation of and teaching on the courses for the central body referred to. The vast majority of cases (91.4%) identified the main responsibility as not being with the Head of Department, but with the Section Leader or Course Tutor. Most of them did not have a formal job description, but very few of the 171 respondents who claimed that a standardised job description (Question six: Cell 8) existed, enclosed one with their returns.¹ Analysis of those that did proved interesting in that the formalised enclosures came often as a set of interlocking job descriptions using a variety of titles and distribution of work but the commonest ones seemed to be as follows:

Job Title	Tasks
I HOD/Deputy HOD	Liaison outside the college Ratification of staffing decisions Advice
II Section Leader/Head Course Co-Ordinator Overall Course Tutor (or Section Team)	Co-ordination of Administration Co-ordination of Curriculum Development Co-ordination of Teaching Development Convening of Course Teams Advice on Staffing, task allocation, committee membership
III Course Tutor Group Tutor Class Tutor	Routine Administration Assistance on Curriculum Development

Role Relationships

230. It also seemed clear that this three level pattern emerged where there were large numbers of student groups working for a small range of courses. Where course numbers were small the levels II and III above tended to merge. Occasionally, where it was clear that major new developmental work was called for, the Head of Department took direct responsibility. Comparison of responses across the questionnaire led the researcher to an assumption that where formalisation had not taken place the clear role differentiation at II and III levels above did not occur, with a resulting uncertainty about the actual processes of curriculum control. For example, the questions on the location of a central information store (Question twelve: Cells 15 and 16) produced the biggest response as 'with the course tutor'. In the light of the role differentiation above, this is ambiguous but does indicate a role ambiguity between a section leader and a course tutor for many purposes. It would seem that there is a possibility that unless more precise role specification exists in the colleges, than could be detected in the questionnaire, persons holding the title course-tutor for a single group of students may be uncertain of their curriculum role, while certain of their administrative roles. Role uncertainty will probably be highest where the salary grading of staff is low. Question seven (Cell 8) asked for the salary grade of the staff member primarily responsible. Not surprisingly it was highest for CNAAs respondents and lowest for TSD, which included a high percentage of LIs and LIs.² For some 'major' new areas of work (TEC and BEC) it was clear that some Heads of Department had taken responsibility for this development.

2. In the researcher's experience of curriculum workshops some 'LI' course tutors express the feeling they lack the authority to effectively convene a meeting. This questionnaire appears to confirm that, as do some of the case studies in Sections XIX to XXIII of this report.

Information Stores

231. The other questions on information storage and circulation (question eleven: Cell 14) were illuminating. As far as routine circularisation goes, the analysis by region and college size showed little. That by departmental size seemed to indicate that the larger departments had more selective circulation. This was reinforced by the central body analysis which showed that BEC, RSA and NNEB had high routine circularisation while C & GLI and TEC showed (particularly in overwritings) a degree of selectivity of circulation. Comments in expansion of responses to question twelve (Cell 16) indicated that many sets of reference materials were often kept especially where developmental areas such as TEC and BEC were concerned, in which cases often new systems altogether had been developed.

Course Groups

232. The biggest area of interest lay in the descriptions given of the basic organisational structures, which was asked for in question eighteen (Cell 26) which had a long preamble. It was clear that many courses are seen as being non-problematic in terms of their organisation and are left, within informal structures of delegation, to run themselves or simply be monitored by the course tutor. Thus respondents for the C & GLI frequently said, following an implicit lead in the question as put:

'A watchful eye and meetings as necessary'

or

'The course tutor keeps an eye on things'

For some course areas of the C & GLI some skeletal structure of meetings existed, frequently to review examination results:

'Regular courses are run by Group Leaders who call annual course meetings to consider external examiners reports, review student performance and discuss methods of improving this. The Group Leaders also collect requests for equipment and materials and introduce curricula changes when these occur.'

Many colleges do not define curriculum interpretation as curriculum development,¹ thus:

'There is no curriculum development work as only standard syllabuses are used. Standards maintained through formal 'Board of Studies' meetings, normally termly; and informal course tutor/lecturer contact.'

'We accept C & G curriculum'

'Changes on C & GLI courses are done as a rule nationally, staff sit on regional committees as moderators and advisers. A Board of Studies exists in the Department and discusses all courses from many central bodies.'

In contrast the RSA was seen as meeting formally on a much more regular basis. Some of these were formal and some informal and great stress placed on the use of the informal meeting within the workrooms of the teachers.²

'The main work for this body is centred on the secretarial section. Regular meetings are held and all members of the section share a staff work room.'

'Full staff meetings at least once each term. Regular meetings of HOD, Deputy and one section. Very frequent informal meetings of each section. A point is made of encouraging lecturers to attend courses and meetings held by RSA.'

'Fortnightly sectional meetings.'

'Regular team meetings.'

'There is a formal section meeting each term. Informal gatherings and discussion takes place throughout the session.'

233. Generally an impression of a busy, sub-world of RSA teachers, frequently in contact with each other, was created although occasionally this lapsed a little:

'The course tutor develops the curriculum and from time to time during the tea break and prior to an evening class, is afforded the opportunity of discussing with other colleagues on the course.'

This facility for small sections to share work rooms and thus be in contact was valued and emphasised for IMS, CCETSW, NNEB, UEI as well as RSA and in those cases where C & GLI was a small section of the work.³

234. In marked contrast was the pyramiding formal structures of meetings for many TEC respondents. By no means wholly exceptional was the response in the panel on the next page, which was unusual only in the degree of specificity of membership given. Many respondents clearly had similar structures of committees within their colleges. As one respondent put it, with elegance only in brevity of the remark:

1. See also paragraphs 204 and 231.

2. In the comments on expansion about central stores of reference material (Question: Cell 16) the RSA respondents frequently had a store in the teachers workroom.

Course Meetings

3. See also paragraph 317.

'We have had so many b-----y meetings about TEC that we haven't time to do any teaching!'

A County TEC Organisation

One college response was:

Comments relative to Questions 18,19,20

Answers to the questionnaire relate to TEC Programmes in the Sector A (Engineering).

Within the Midshire LEA there are *three colleges* running such programmes. The majority of these programmes are covered by Joint Submissions and all organisation is through the following *County system*:

Steering Committee – meets approx. every other month

Agrees general policy	16 Members comprising:
Agrees distribution of programmes	1 HOD and 2 other staff from each
Approves Submissions	College
Sets up Prog. Committees and	44 Industrial Reps.
Working Parties	1 LEA Rep
Receives reports from these	1 Rep. from neighbouring county
Organises publicity, conferences	(academic)
	1 HMI (on TEC National Prog. Comm.)

Programme Committees – each meet approx. every other month
(have been visits by members of Central Body)

Carry out surveys of local industry and produce specs. of programmes requirements, prepare submissions, state main objectives, visit firms to explain programmes and to get feedback	There are at present 9 Prog. Committees Each comprises, nominally, 5 members i.e. 1 Staff Member from each College 2 Industrial Reps
--	---

Working Party on General & Communications Studies – meets as required (about 10 meetings to date)

Prepares common proposals for all programmes	8 Members comprising: 1 Member of Staff of Lib.) from & Gen. Studies) each 1 Member of Staff of) College Engineering 2 Industrial Reps
--	--

Subject Working Parties – meet as required (several times each academic year)

Write detailed objectives	For each subject or subject group
Prepare banks of common tests	3 Members, i.e. 1, as appropriate
Discuss standards	from each College and Dept.

Joint and Separate Conference or Seminars have been held for:

1. Academic Staff on Educational Objectives	(3 in all) – and on Standards,
2. Industrialists from local firms	(3 in all) Work Required,
3. Careers Staff in Schools	(2) Organisation
4. 15/16 Year old pupils and parents	(4) (as required)
5. County Educational Advisers	(2)
6. Heads of Depts. (all Disciplines)	(2)

Course Meetings

235. Perhaps bafflingly some colleges made their developments for TEC with much greater simplicity:

'Short meetings'

'A small panel of lecturers who teach on TEC courses meet about monthly intervals'

'Informal team discussions'

'Meeting about three times per session of Tutorial Staff, to discuss Phase Test Procedure 'Common Notes' approach, agreed practical work, etc.'

There remains, even after case study work an impenetrability about the monitoring techniques used by Heads of Department to ensure adequate curriculum process in their departments.¹

236. BEC created a similar spread of activity types from the more regular and formal to the less so:

'1. Regular meetings of the teaching teams, formed to service each learning group, are held to involve them in the organisation of the courses.

2. Monthly meetings of the lecturers B1, B2, B3 and B4 are held to consider all relevant matter but particularly the logical development of the course—these meetings are chaired by the Course Co-Ordinator.'

'Course teams met while developing BEC General and are now meeting regularly (once or twice a week) in module groups to develop the BEC National Course. In the running of BEC General the course committees (Cert. and Diploma) meet before and after the cross modular assignments and are meeting this term once a week to monitor student progress and examine course content. In addition the Course Co-ordinator is in constant contact with team members.'

Although generally the frequency of meetings for BEC was high, this may reflect the period of development for BEC in early 1979.

237. CNA and CCETSW are generally stable for curriculum development but despite that the responses seem to combine a blend of highly formal structured meetings for ratification of formal material which had been prepared on the basis of frequent informal contact as necessary for development work.

'We have a Course Board Meeting once or twice a year. Also, prior to putting together a submission, we form Working Parties. The Course Director delegates to subject tutors the development of ideas in specific areas.'

'Board of Studies meets every term. Course Committee meets more frequently informally. Many other informal meetings, as required.'

'There is a course committee of 11 staff. This committee meets once each week. The Chair is taken by the Head of Department. Some decisions are in the form of recommendations to the HOD, others, because they affect the running of the Course in an important way, are referred to the staff as a whole. Decisions are taken by vote. Minutes are circulated to all staff.'

'The Course Committees, for existing courses, and Course Development Committees, for new courses. CCs meet at least once a term; CDCs meet about three times/months on average, with a smaller number of staff involved. Much depends on the enthusiasm of staff concerned.'

'In developing the curricula for courses, usually a working party including agency representatives is established. Once a course has been validated, the monitoring and progress is achieved through a) course team meetings, b) subteams of specialist groups, c) Board of Studies.'

Servicing

238. Questions twenty-three to twenty-six (Cells 40 to 43) were on the effects on courses, organised by the respondents, of the servicing they received from other departments or units. These questions showed that still for the bulk (77%) of all respondents less than 15% of the work load of the course was provided by other, or servicing, units and departments but 71% had some servicing. Only in the case of the NNEB was it normal to have more than a quarter of the course provided by outside units. In some small number of TEC respondents more than 30% of the course work was serviced. The number of servicing units was very often two or three where they existed with CNA and NNEB respondents having the highest numbers of units often 6, 7 or 8. Communications were reported generally as being satisfactory, and difficulties seemed to come from two sources. Firstly a physical separation made informal contact impossible or impractical,¹ and secondly there were problems reported in getting over the 'background-philosophy' of TEC or BEC – a response which connects with that being a minority activity for the servicers.² (Almost by definition each service teacher has a minority of his time with any one department he services: if it were a majority he would very likely be transferred in.)

239. The questionnaire ended with two open ended questions; one (question thirty: Cell 52) on the level of teacher training held by the staff of the responding Head. This produced a response that large numbers saw it as irrelevant and emphasised the need for good practical experience and secondment to industry. One significant problem of teacher training did emerge and that was the frequency with which the use of large numbers of untrained part-timers was referred to as creating difficulties. C & GLI, CNA, NNEB, UEI, CCETSW respondents all appeared quite happy but both TEC and BEC respondents indicated that the older training was a little out of date. 'Objectives' and the 'Systems Approach' and 'Curriculum Development' were the identified gaps in provision as stated. Significantly, there was no obvious variations in response when analysed by region, college or departmental size.

240. The final question (question thirty-one: Cell 53) invited any comments on how the central body, or others, could help the Head of Department or his staff. Full replies are in Volume Four of this report but much of the response is incorporated into paragraphs 243 to 252 of the next section (XVII) of this volume.

1. See also paragraph 316.

2. See also paragraph 345.

SECTION XVII

Summary and Comments on Part Two of the Research

Summary

1. The computer analysis of the codings of the responses to the questions is available in the FEU as Volume Three of this report; and all the answers to the Open-ended questions are available as Volume Four in the FEU, or at the FE Staff College, Coombe Lodge, Blagdon.

2. See paragraph 200.

C & GLI

3. See paragraph 28.

241. The responses to each question as posed in the questionnaire have been analysed and commented on in Section XVI of this report, and further details are available from the FEU¹. The sequence in which this has been done now requires some general comment and analysis taken in addition to the sequential analysis presented so far.

242. The most important conclusion is that usually the variations in response are more significant when analysed by Central Body than by the other analysis frameworks presented.² Thus it becomes useful to organise the first part of this summary comment in terms of comment on each of the central bodies in turn trying to bring out the features of their operations admired by college senior staff while not ignoring the unfavourable aspects. These should not be read as small sections but as a continuity to emphasise the relative points being made.

243. The C & GLI is a large, widely based organisation about which it is difficult to generalise because of the variety of its schemes. Generally it was liked and the relative stability of many of its schemes, while not by any means ossified, helped senior staff to identify what they needed. C & GLI pride in their participation rates³ seems in part justified. Nevertheless the organisation remains large and in some degree remote. An aggregate large scale participation may conceal an unsatisfactory ratio of participants to teachers in some schemes, particularly when compared to the regional and other smaller bodies.

Particular responses were:

'C & GLI are well established and usually efficient'.

'Regional meetings of a genuinely consultative nature should be held before changes are instituted'.

'Present contact and communication is perfectly adequate'.

'More direct college based contact with officers when changes are impending'.

'The service we receive is sufficient for our needs'.

'It would be useful to meet the examiners'.

'In East Anglia, we are "out on a limb"'.

'More meetings of course tutors at national level'.

CNAA

4. See paragraph 49 and 55.

5. See also paragraphs 205 and 206.

244. The CNAA was in this survey a highly regarded organisation. Despite frequent and well reported criticism of it⁴ this sample was satisfied although careful inspection of the areas of ambiguity revealed a little uncertainty in the colleges where it was a minority concern. This could indicate it is properly and jealously guarding standards and it could mean it pays insufficient attention to its fringe areas of activity. Little comment shall be made⁵; but some extracts are given:

'I consider the CNAA, as the Central Body, is totally adequate as an external validation body'.

'There is no doubt that the CNAA is not absolutely consistent over a period, or as between our five courses, in its requirements. It would be nice if (that) were avoided'.

'I have no complaint about the conduct of CNAA in relation to our courses'.

'The pressure of work on CNAA caused delays in response to our first submission'.

'At present the CNAA does not become over-involved and that's fine'.

TEC

245. The TEC clearly remains an area of concern. It has adopted a mode of operation that could be validating or could be largely accepting. Its image is at the same time confused, and where clear demanding authoritarian and inflexible. Its process is of validation at a distance, and this has led to a good deal of confusion about who to contact and how to get useful information, as well of complaint of the time needed for the development work. The whole TEC process was widely regarded as both mechanical and difficult to understand; yet the

1. Daleks are living creatures in a childrens TV programme, mutants that have mechanical voices and movements. They are well known for terminating all discourse with the phrase 'You will obey, you will obey!'

BEC

2. They received more frequent naming and identification in the case-study research (see also Section XXII).

opportunity for curriculum renewal, indicating a basic goodwill, was welcomed. Comments were:

'Talking to a TEC Officer is like talking to a Dalek'.

'Too much jargon used, too wordy'.

'Information sometimes incorrect, ambiguous and conflicting'.

'Problems of communication in correspondence seemingly because of lack of clerical staff'.

'It is very difficult to track down the person particularly responsible for an area'.

'More efficiency (required) in the production of Standard Units to the colleges, in good time...'

'TEC must impress on the LEA that remissions are necessary'.

246. The BEC was rated highly for most purposes. Its purpose and philosophy seemed clear, its administrative process clear, and its communications clear. It was notable that the officers of BEC were more frequently named than those of any other Central Body.² However significant complaint about lateness of documentation and information was received.

Comments included:

'BEC should be congratulated on their helpfulness'.

'BEC Officers have always impressed'.

'Main problem is one of time'.

'BEC should have taken much more time'.

'I must be explicit. The BEC could not have done more to help us. None of their officials have spared themselves'.

'Have had every assistance possible from BEC Officers at all levels. Greater understanding by LEAs of the needs and opportunities would have helped a lot'.

CCETSW

3. See paragraphs 94, 161, 171 and 350.

247. The CCETSW received warm by not wholly uncritical support. Particularly appreciated were the range and quality of its publications, the access of the colleges to officers, the frequent visiting to colleges by officers, and the range of support conferences provided. While this cannot be 'played down' it must be linked to their different financial position to eight of the other nine central bodies in this report.³

Comments included:

'Of all the validating bodies with whom I work CCETSW officers are the most helpful'.

'Contact with CCETSW has always been easy, and we have enjoyed the support given'.

'Publications are frequent and well presented'.

'Some material is extremely valuable. Other material is not of great use'.

'More consultation, more specific guidelines, more clearly expressed objectives (required)'.

NNEB

4. See paragraphs 129 and 228.

248. The NNEB responses, again not uncritical, were on the whole favourable. The close easy to contact world of the Nursery Tutors was clearly indicated.⁴ Highly valued were the Newsletters, the moderator systems, and the regional conferences. Comments included:

'It is felt that good all-round help is available'.

'We feel that we have the full support and co-operation of the Central Body'.

'During recent years communications with the NNEB have improved considerably'.

'The material (is) supplemented by attendance at organised meetings'.

'I feel that the current criticism is not wholly justified. The Board have been striving to improve and both the Course Director and the newly appointed Chief Executive are working diligently to improve standards all round'.

RSA

249. The RSA was overall seen as satisfactory and having easy to understand processes. It was clear that its examinations bulletin was widely liked and appreciated, as well as its use of conferences and meetings. Nevertheless it was clearly thought that officers could conduct more college visits and that more conferences could be outside London. Comments included:

'Administration by the RSA is very efficient. Letters are answered promptly and queries are dealt with speedily.'

'The RSA are ever willing to answer questions and are helpful by referring colleges to other colleges - but they rarely come out into the field themselves.'

'The RSA send out many leaflets and bulletins and try to keep the colleges as informed as possible. More conferences could be arranged locally.'

'I find the RSA a very efficient and easy body to deal with.'

'Any meetings are in London. Regional meetings could be more helpful.'

UEI

1. See paragraph 281. The implicit recommendations are further explored in paragraph 347 and note.

250. The WMAC (UEI) was a small body which overall seemed to generate satisfaction. It is difficult to pin down in the data exactly what the sources were but the impression overall was the use it made of meetings as forums for teacher communication with an easy, open, informal style.¹ Comments made included:

'Working relationships are easy to establish with UEI. They are prepared to give and accept advice and are generally useful.'

'Being local we become familiar with personalities, which makes our job easier and socially pleasant.'

'A close contact is kept through our nominated committee members. Any criticisms we have filter back.'

'(More meetings) would be useful. ... I can initiate this move at UEI if I feel strongly.'

'Everything is satisfactory.'

IMS

2. See also paragraph 348d.

251. The IMS presented its small, closely in contact world as being very unproblematic. It would seem that the networks of communications in the professional body made the situation one in which teachers could gain confidence that they knew what was required, could influence their own future, and find all they needed. Since this was also true of the NNEB it does raise questions about the use made by larger central bodies of the existence of these networks where they do exist for a part of the central bodies work.² Comments included:

'Present arrangements adequate'

'We do not need to contact Head Office often because our staff attend most of the important conferences'

'All lecturers are together for the Examinations Board meeting with the IMS examiner'

'Tutors are sent to all important conferences'

MSC(TSD)

3. More true in March 1979.

4. See paragraphs 94, 162 and 171.

252. The MSC(TSD) presented an enigma for analysis. It was clear from close inspection of returns that many either did not know the difference between TSD and SPD or thought it irrelevant. Thus it is not clear what can be said definitively. What was liked was speedy communications, easy access to information and decisions, and high quality publications. What was disliked was rapid turnover of executive staff at local level and uncertainty as to what was expected of the college (although this probably derives from the developmental nature of the work: Who does yet know what to do with YOPs?).³ There was also an uncertainty about dealing with a training body. As with the CCETSW the aspects of operation liked are clearly linked to the differential funding position that they share with the CCETSW, distinct from the other bodies.⁴ Comments made included:

'Although we receive little material, what we receive is certainly useful, sometimes very useful'

'Personal contact invaluable. Changes of staff of MSC make continuity of contact difficult, as they cover a large area.'

'Satisfied with regular contact with advisers of the TSD'

'I find this body most helpful and co-operative and the regular contact is an example of what other organisations could do'

'Local contacts are excellent but there is the usual problem that appointments change so frequently'

'TSD is essentially a training body and it is sometimes felt that more emphasis should be placed on education'

Role of Senior Staff in Curriculum Process

253. What of college organisation and support of the teachers in their curriculum search and decision? Perhaps some of the most revealing comments have already been given, but these and the overwriting comments all point to the fact that many Heads of Department see 'the curriculum' as being determined outside the college. What goes on in the college is often seen as separate and is

1. See the note to paragraphs 204 and 231.

2. See Appendix B, and paragraphs 179 and 180.

Information Needs

'good teaching', 'best practice', and a personal decision of the teacher.¹ There remains uncertainty about the role of the Head in monitoring what does go on, and his role in promoting integration. It is frequently done by 'keeping an eye on things'. Going on conferences is also frequently seen as an individual act, not part of the organisational search for significant information. It seems clear that if integration is the goal² they do not all accept their part in it, particularly in the more stable curriculum areas. But many do conceive and take a leadership and organisational role. It is not certain how many do.

254. Overall the senior staff role as facilitator is not always accepted, but they do search for information which they want regularly, clearly and succinctly. They, of course, face many central bodies and have a need to receive information they can clearly identify, locate, and pass on. An interesting illustration of this is that the only journal mentioned (and only mentioned three times) was *EDUCA*. This journal contains a most valuable 'bill board' section, described by the respondents as filling a much felt 'gap'. This journal, at the time of the survey, had only had two issues; and derives from private initiative. Why, one is tempted to ask, had a central source such as HMI not seen that 'gap'?

Principals Views

255. College Principals were asked how they could be helped in their part as facilitator of curriculum process and development. Of course their responses could be reduced to resource provision: but, realists as Principals frequently are, their requests were modest. Access to RAC provided conferences, small amounts of development 'remission time', more directly relevant courses from the colleges of education were all requested. Time to think, plan and implement were also requested. Some comments made were:

'Colleges of Ed (Tech) ... could do more to co-ordinate the work of the colleges in their areas, to act as resource banks and to (provide) opportunities for informal exchange of views'

'RACs should continue to run various local short courses'

'LEAs should give additional allocation of staff to cover classes to release others'

'We suffer badly because we do not have an LEA FE Officer, no local courses, and no subscription to the RAC'

'Colleges of Ed (Tech) could run more short courses than they do'

'Central Bodies must give financial support to general curriculum development of recurring demands such as Maths and English'

'More regionally organised short courses'

'LEAs should give specific residential courses'

'Briefly, more money. LEAs need to outline short and long term plans.'

'Central Bodies should provide early indication of likely trends'

'Central Bodies should respond to consultative machinery'

'Central Bodies need to be more forceful when notifying changes to LEAs. LEAs should give more finance.'

'LEA Advisers should participate in practical projects'

'Central Body officers should visit local or regional consortiums more often'

'Greater LEA funding of Educational Development Units'

'College of Ed (Tech): more short courses and conferences'

'Staff would be able to cope with innovation if there was a more rational and controlled output of information for it must be appreciated that teaching staff have to continue their teaching'

Industrial Updating

256. For the researcher the biggest surprise was one use made by both Heads of Department and College Principals of the open ended questions. It was frequent, unsolicited, and not clearly deriving in an immediate line of logic from the other questions. Yet it is fundamental and widely felt as a need. A frequently expressed need for help, and probably potentially the most expensive, was a need for help in providing secondment and funds for the more frequent 'industrial updating' of staff.³ Independently of the survey the researcher must comment on the logic of this. If recruitment to college teaching staff slows down as the pace of technological change increases then this plea for help to retain the relevance and integration of colleges to current work practice must be expected and met.

257. Finally, this part of the research, aimed mainly at Heads of Department, gave an impression that, in as much as a clear role was perceived, the senior staff saw themselves as resource and information getters, and less as facilitators of decision taking by their staff. This may have been a fault in the questionnaire design rather than the reality, but it is an area that would repay some attention.

3. See paragraphs 239 and 322.

SECTION XVIII

Introduction to Part Three of the Research

1. A very slight paraphrase of the introduction to a 'field research' report Yablonsky, Lewis. *The violent gang*. Penguin, 1967.

Case Research

*'People do not respond uniformly to questions about themselves and their activities. Some are purposely evasive and try to throw enquiries off the track. Others tell you what they think you want to hear ... a large number want to let you in on their feelings and motives ... but simply do not have clear ideas about themselves'*¹

258. Why do case-studies? They are always, local, unique historical events from which it is difficult to learn. Moreover the researcher is always on thin ice, giving to his own potential enemies (by virtue of exposing his own perceptual limitations and obsessions) very large clubs with which to break the ice. However reality is like that and must be encountered. Reality comes in untidy packages, about which participants have alternative meanings which are not right or wrong but all actual parts of the continuity of social reality. A moment's reflection on the ideas given above in the quotation reveals that this will largely be true whether the researcher is present or distant at the end of his postal questionnaire; and in coding the data for computer analysis the perceptual limitations and channels of the researcher remain present.

259. In this research it was thought useful to get closer to the real classroom interaction than the questionnaire research allowed. The model of curriculum as arising from further detailing of decisions has been in part mapped by the questionnaire research but since that was directed to senior staff it was thought useful to ask the views of a wider range of staff for their perceptions of the organisational settings within which they take the decisions further. In addition questionnaire analysis, even taking into account the use of open ended questions, results in a very fragmented view of any specific organisation. The purpose then was to present a series of views of actual curriculum organisation in colleges as seen by the participants, and still to go further. The key question is for any research:

*'Does what the researcher tells his audience call out in them a common experience? Even more important: Does the researcher's analysis, which was probably based upon a different perspective or framework from theirs, actually help the audience explain - albeit in a new way - their own experiences?'*²

But a key requirement is credibility of methodology and the researcher is painfully aware of the 'snapshot and run' level of sophistication in these case studies as collected and of certain difficulties of method.

2. See Strauss, A. and Schatzman, L. *Field research*. New Jersey, Prentice-Hall, 1973. ISBN 0-13-314351-1.

Selection of Colleges

260. Six central bodies were selected from the main list: C & GLI, UEI, TEC, BEC, CCETSW, TSD. A scan was then made of the responses by the colleges to the questionnaire survey and five were selected that were thought between them

- a. to be likely to be co-operative
- b. represented a spread of internal organisational forms
- c. had responded in questionnaire in regard to one of the central bodies selected
- d. were in different RACs to each other.

261. A sixth college, not in the sample, but meeting the criteria was added. The Principal of each institution was approached for co-operation, and appropriate Heads of Department were visited in order to establish the purpose of the case-study and plan an intensive schedule of interviews over a later 48 hour period. In total between 9 and 14 teaching staff were interviewed in each case-study and a draft report submitted to the College Principal for comment. The final reports are here, except for one which could not be used.³

3. The college senior staff felt, in the end, the report represented an untypical section of the college and preferred not to be represented by it. General conclusions have been included in Section XXIV.

Methods

4. The researcher was introduced most usually as being from 'Coombe Lodge', well known as the place to which senior staff go. Many responded by saying they were 'too low in the hierarchy' to go there. This 'disgruntlement' may indicate a lack of support for the existing centralisation of decision taking (see also paragraph 315).

262. A letter of introduction was given to each staff member interviewed but the impression may well have been created of a fairly authoritative, almost inspectorial process at work, despite privacy in interview and a promise of confidentiality given before the event.⁴ It is hoped that ease of manner and informality countered that difficulty leaving a balance of image not unreasonably distorted from the presentation that might have been offered to a peer colleague.

263. The staff interviewed in a given section all taught on a single identified course and thus the focus was on the team, or group processes. An open schedule of topics to discuss was kept in the 45 to 75 minutes used. Data on entry to the teaching profession, previous industrial experience, teacher training, in-service courses and access to development opportunities etc. was sought often as an opener to conversation. Questions about organisation, hierarchy, reporting, monitoring, group and committee work were asked; often directed to explore *their* perceptions of what had been presented by senior staff. Questions were asked about the central body, its literature, meetings, officers, and ideas. Comments were sought and invited on any aspect of their relationship to the Central Bodies. Interviewing was done as privately as possible (in only two interviews overall did it take place in the corner of a larger staff room) in offices, work rooms, labs, classrooms or canteens. The staff work-spaces, notice boards, telephones etc. were all noted. The results are reported in the next five sections. It is hoped they reasonably reflect the immediate team processes that lie just behind the classrooms frequented by a series of specific course-groups of students.

SECTION XIX

Case Study One : Southern College

Background

264. Southern College was founded not long after the Second World War as part of the county's expansion programme of further education. Most of the College is on a main site just outside the town centre where the buildings rise in a variety of fifties and sixties styles that constitute the county architect's vision of educational buildings, complete with an assembly hall (and stage) used now largely as an annexe to the college canteen. A few hundred yards away on the other side of the road is a college annexe site, although the main campus is not yet completely full and has recently benefited from a new wing of rooms for Business and General Studies and a new college library, built (like so many others) on the second floor, making future expansion difficult. The full-time academic staff of the College currently number about 110 and they are organised into five departments; Building, Business and Management Studies, Catering and Health Studies, Engineering and Science, and a General Studies Department.

265. The current Principal has been in office some five years and is reported by the staff interviewed as having a clearly different management style from his predecessor. The College and one of those parts we are concerned with is at a point of discontinuity in management marked by the recent departure of the Vice Principal who only a couple of years before was also Head of the Engineering Department for many years before that. The College has an academic board which meets regularly and operates departmental sub-committees which must meet regularly and report back to the main board. In this way a careful watch is kept on academic standards.

266. The town in which the College is set is a town designated for expansion and development and although the planned growth is now slowing down, it is still in a maturation and development period. Approaching from the railway station, one is conscious of the ever present noise of earth-movers, cranes and concrete mixers. The local industry and the employment it generates, while it is not sensible to call any UK industry 'booming', is still expanding and is quietly prosperous. Even engineering day-release enrolment at the College maintains a slow expansion.

267. How then does the work we are concerned with fit into this pattern? Our report here is concerned with only two small sections of the College: Mechanical Engineering Craft Studies, and Catering Craft Studies, both relating mainly to the C&GLI.

268. The Engineering Department is the largest in the College with almost forty full-time staff on roll. The current Head of Department has served the College for many years, and has been appointed Head of Department recently, having been the Acting Head of Department for a period before that. The operating style of the Head of Department is conditioned in part by his recent uncertain position, and also by his long experience of the College, its work, and the fact that he is himself a mechanical and production engineer, and has taught extensively on these areas of the department's work. In addition, although some engineering staff have joined the College recently, the department does not have high staff turnover. The department is organised into five sections, with a senior lecturer in charge of each, which organise particular clusters of courses. Most staff work predominantly in one section of the department but most staff also work in other sections of the department. The workshops and general teaching space of the department are mainly in a single block at the rear of the college and the staff work rooms are ranged along the main corridor of the block, each occupied largely by one section, the craft group being mainly in what is known to some as the 'swarries' staffroom.

Engineering Craft

269. The group of courses we are concerned with is the craft series of the C&GLI and UEI established in 1970 and now known as the UEI 199, C&GLI 200 and 205, in Engineering Craft Studies. These constitute a solid area of experience in the College, of well-established courses that appear to be running smoothly and

well. The overall management style of the institution was experienced by the staff in a way which might be described most succinctly as an informal hierarchy running with close but steady and informal monitoring. The details of work schemes and day-to-day running are determined by the staff individually who, however, include their planned schemes of work for the term or session into the class register. Few formal meetings of the course team are convened but at the end of each year a 'faculty meeting' of all the staff involved in a course (or group of courses) is called to act as a review panel of student progress. These meetings are an old college tradition and years ago, when the college was smaller, the (then) college principal attended all these meetings, a matter referred to with a hint of dry humour by many staff. These meetings have never extended into course review or evaluation meetings.

270. The faculty meetings have been supplemented more recently by the addition of departmental sub-committees of the Academic Board that, as part of their regular business, review pass-rates and course progress and these meetings are minuted and the comments go forward to the Academic Board. Many of the staff interviewed did not refer to this part of the departmental procedures and seemed to be little aware of it. It was described, when referred to, as 'something for the hierarchy'. The same staff when asked at other points about TEC development repeated that attitude of detachment from many decisions and review processes.

271. It was clear that an established role of Class Tutor for each group existed that was seen as part pastoral-counsellor and part the lowest rung in the administrative structures. The Course Tutor was reported as acting mainly as a co-ordinator of these functions. Further duties in regard to the curriculum of the course are sketchy and, for example, some teachers claimed not to have seen examiners reports and so on. Reports or dissemination seminars of outside activities and information from meetings did not exist in the section. Contact with the UEI was regarded as something of a wry joke. Nobody knew why the College took UEI exams rather than C&GLI except that the previous Vice-Principal was a regular attendee of UEI meetings; although little was fed back to the section staff about the business of the meetings.¹

272. Staff development was seen by all as a set of external activities or courses. High satisfaction was reported with the availability of in-service courses for basic teacher education and most staff felt that until at least the present, they had been able to go on anything they wanted to; yet some quickly volunteered that what they really wanted in addition was periods in industry, although some managed it on their own. People did not identify one individual in a specifically staff development officer role nor did they feel that their career or development was under periodic review or that job-rotation through the timetable was part of their development. All were fairly content that they had easy access to the college hierarchy when they wanted it, but in general they were content to let things run on.

273. The Catering Section of the College is one of the four major divisions of the Department of Catering and Health Studies, a flourishing and expanding department of about 18 staff. Both the Head of Department and the Deputy Head of Department have been involved with and teach on the catering courses. Currently the section is divided into two sub-sections of food preparation and food service with the Head of the section also being Head of the food preparation sub-section. There is also a system of course tutors and class tutors as for the engineering craft studies (a college policy). The staff interviewed in the section had been in the College for fewer years on average than in the craft engineering section. Section meetings were held three or four times a year in addition to departmental meetings (which also act as the Departmental Sub-Committee of the Academic Board). In addition regular meetings of the food service sub-section had been instituted to develop a higher level of integration of teaching, supervision and assessing of students. Many of the teachers in this section reported contingent or informal contact with the C&GLI assessor who was reported, nevertheless, by the senior staff as being very pleased with the work of the department and therefore not being in a position to 'feed much in'.

274. When asked about personal and career development the staff interviewed reported, as for the engineering section, that they were all pleased with the ready availability of access to formal courses for initial or further training and development.² Being more recently from the industry, few felt much need for greater contact with industry beyond what they could manage themselves. Although none felt the presence of a staff development officer role, they more readily

UEI

1. Compare this to Case Study II (paragraph 281) and also paragraph 226.

Catering

2. Mention was made of the Catering Teachers Association activities as being useful, and funding as useful to attend these (and other) activities.

identified the Head of Department as the equivalent person and also as final arbiter on timetables that were more clearly seen as an instrument for individual development. Many reported however some isolation from the decision making activities of the department and the lack of information on TEC development was cited as an example. Generally they reported a management style of operation similar to that of the engineering section interviewed; an informal hierarchy running with close but steady informal monitoring.

Summary

1. In the experience of the author this ease of access to workshops and theory teaching in workshops is frequently reported at the Further Education Staff College as a vital part of departmental monitoring. It allows Heads of Department an access and informality they prize.

275. In summary then, the two sections of the College visited reported remarkably similar management styles that seemed to be based on and appropriate to the steady-state non-departmental nature of the work being undertaken. Careful, efficient monitoring is carried out by a clear hierarchical pattern with markedly informal procedures. This informality is aided by the very open character of much of the teaching in 'workshop' situations. Much theory instruction goes on in 'workshops' and teaching staff are used to having others entering and leaving informally and perhaps observing on the way.

SECTION XX

Case Study Two : West Midlands College

Background

276. West-Midlands College, an old foundation, occupies three sites close to the centre of one of the most prosperous cities in the West Midlands. The main buildings, with a quasi-Palladian frontage, were opened between the wars and the two annexes (one a couple of hundred yards from the main site, the other about one mile away) are far from purpose built. The College has learnt to live 'between' the local polytechnic and a couple of local colleges of further education, partly by occupying the middle ground and partly by teaching the rarer specialisms. It has over 250 full-time academic staff organised into ten departments of uneven size, (grouped into two faculties), two of which (Maths and Science Departments) conduct a wide range of servicing. The main 'technical' departments are of about 40 staff and the College requires therefore a fairly careful organisation and administration.

College Organisation

1. Compare this to paragraph 229.

277. As a result of a considered re-organisation of one department the College management team undertook a review of the managerial organisation of the College, and a working party drafted guidelines for the organisation of the academic work of the College. As a result, Draft Principles for four zones of administration¹ were made^{at}

Head/Deputy Head level

Section Leader level

Course Organiser level

Group Tutor level

These guidelines have been variously adapted by the departments and reissued to all the staff of the department, again as guidelines, because of the varying size of sections and sub-sections means that in certain cases the levels have to be merged or frequently the same personnel appear at two levels; all of this taking place within the policy of the Academic Board and the Departmental Guidelines.

278. Finally it should be added that the College has a tradition of educational leadership in the region and a caring concern and involvement in educational policies, and the planning of the curriculum, and of good teaching. This is one of the few colleges with an 'educational services' section of three staff. But perhaps the ethos may well be summed up in the formal 'Notes for Guidance' of one Head of Department to his section leaders:

'The objectives of the section are the same as that of the department as a whole - briefly to give an efficient teaching service to the students and to help them in any other appropriate way (please see Departmental Objectives). The Section Leader should help to develop the staff in the teaching team not only to take on responsibility but also to encourage good teaching within this section.'

We are concerned here with two distinctive sections of a large Building and Construction Department of some 46 teaching staff. The formalised structure of the College means that there are within the department two main divisions, five sections, and twenty sub-sections. We are concerned with the Fabrication and Welding Section, and the Painting and Decorating sub-section of the department (and their craft work); both of which sit somewhat uneasily in this large organisation, because their specialisms are slightly 'off centre' to the department.

Fabrication & Welding

279. The Fabrication and Welding Section could in many colleges be attached to an Engineering Department but in this College it is seen as both servicing Heating and Ventilating (as Construction Services) and being a construction trade in its own right. The staff of this section have mostly worked in local industry and are mostly in their first teaching post, although of some years experience. Their work and communications are in the words of one staff member 'leggy'. Their main workshops are in the converted Mill Annexe (as are most of the Departmental Workshops) one mile from College, while most general teaching space is in the main college. Most staff move each day at least once and may move eight times a week. The workshops have poor canteen and staff workroom facilities and show all the signs of long occupation through a period of so-called

temporary accommodation. Worse, the ventilation of the welding practice bays is clearly dubious and in some cases consists of inelegant unfinished holes clouted through the brickwork. In the annexe there are small workrooms for staff, partitioned from the main work floors and noisy from the workshop activity. Some workshops are used for lecturing instruction and have dreadful acoustics and poor insulation from neighbouring workshops. The main staffroom in the main college has recently been allocated from teaching space and has been filled with furniture without specialised fitting. Staff thus meet frequently but informally with little physical or structural encouragement to debate or communicate informally with each other.

280. The Section Leader, and the sub-section course tutors are clearly identified by all staff but at present, because of recent promotions, are easing their way into their new roles. The hesitancy is reinforced by the 'presence' of a Deputy Head of Department from the same section of work. The work of the department is well established, with (in theory) first-year craft work being done in neighbouring CFEs. The main college is thus only concerned with C & GLI, and pleased to be so, but at the request of local employers has experimented with a first year college-certificated course for direct follow through to C & GLI work. The prestige and utility of the UEI certificate (as done at local CFE) is low in the eyes of local employers, and thus of college staff.¹ However, the UEI, its opportunities for meeting staff of other colleges and the possibilities for experience it offers as examiners or assessors (for example) are highly regarded and many take part in these activities. These almost conflicting attitudes were also exposed during interviews conducted with senior staff in the Mechanical Engineering Department. In this college the opportunities for activity with and influence of the C & GLI were actively appreciated and taken when possible. In addition strong connections with professional associations existed, so that the ethos of the section was to be professionally and educationally up-to-date. Thus although no specific staff development officer role was identified by staff interviewed the general ethos of the department was for the pursuit of excellence.² As a part of college and departmental policy each Section has its own industrial advisory committee which monitors results and courses. In this context conscious curriculum development by the team does not take place but it seems to take place in the interstices of the organisation almost as an unconscious but actual routine. There is a residual frustration resulting from the difficulty of team development clashing with the needs of quality of teaching, but this is not serious. TEC development and servicing for TEC seems to be pursued quite well with redrafting of units by the section as they deem necessary. Staff are confident, feel supported but with a natural and not unhealthy level of uncertainty.

1. This is a tension difficult to resolve. The value of local meetings etc. is high, but not the separation of certification. This may be resolved soon as the Fernside Agreement becomes implemented (See paragraph 146).

2. Attention of department members was drawn to the publications and regular seminars of the appropriate professional associations.

Local

Painting & Decorating

281. The Painting and Decorating Section is different. It currently consists of three main staff, who have been transferred with the work from the old College of Art in the period when, nationally, this work ceased to be a branch of 'Art College' and became a division of 'Building Departments'. All of the staff have been associated with the College for many years and know each other and the work completely. They have clearly built up a strong identity and an immense pride in craft that this author has rarely seen elsewhere. Their current accommodation for workshops is a few hundred yards from the College and they have a workroom there (shared with a couple of glaziers) that is in many ways a model of informal integration. Student records, syllabuses, workbooks, are tossed from desk to desk as easily as the banter, and information is passed as readily as the coffee and tea. Local material suppliers' representatives, other departmental staff, and even local retired craftsmen, call in and enjoy the atmosphere. But it isn't simply fun. The staff have been, and are, craftsmen and teachers and proud of both. They have held senior honorific but hard working and dedicated office in the Craft Painting Teachers Association, in the C & GLI, in the UEI and been closely associated with the British Decorators Association.³ Ironically they are not teacher trained. Repeated requests in the last decade for release for training proved unsuccessful and are now seen as less urgent. Their trade employers demand C & GLI courses and some are positively antagonistic to the UEI but they know what the situation is. Some have worked hard at central level on the development of the present Industrial Studies for the Building Craft series of the C & GLI. Their major regret concerning the present system seems to be that the trade in England lacks a qualification with the prestige and resonant ring of the qualification of 'Meister' (Master) that exists in the Federal Republic of Germany.⁴

3. Full membership of the latter is restricted to employers; but close contacts are made.

4. Details of this can be found in 'The German Vocational Education System' (Op. Cit. Note to paragraph 194). But see also paragraph 34.

282. This author was fascinated and overwhelmed with the unselfconscious and impressive pride of this section. One anecdote will perhaps illustrate. The current workshop had been a machine tool works where one of the craftsmen (who now

1. Relating learning situations to assessment in this way is a curriculum decision in the sense elaborated earlier in this report. (See paragraphs 9 & 10).

Summary

called in) had been employed as a machine tool painter. He had, after some while, left his brushes, in their hard-wood box with sliding trays, in the section so that the present teachers could show the current students. I was shown the quill based brushes and the work place of the craftsman and had the work practice of the man described to me with a care and regard I have rarely encountered. Their pride in their main craft work is such that their secondary craft of teaching is almost not grasped. They claimed on occasions not to think about their teaching yet separately reported that faced with a somewhat inattentive group they had developed a new system of weekly phase-testing with objective questions and instant feedback. Somehow this was not identified as a teaching or curriculum act;¹ it was seen merely as a device for stimulating interest in the real craft of painting and decorating.

283. The management style of this department is difficult to summarise. The style is informal yet some of the organisational routines are formalised and very systematic with more formal job descriptions and processes. Almost unconsciously the ethos created is one in which the staff keep each other 'on their toes' both in regard to the craft and its teaching.

SECTION XXI

Case Study Three : Yorkshire College

Background

284. Yorkshire College is a large college with several hundred full-time academic staff. The main building is a large multi-storey slab of fairly recent construction set close to other civic buildings close to the town centre. Since merger with a local college of education it has acquired a second campus about three miles away in a more rural setting. It is the only college in its local authority.

285. We are concerned with only one section of the large College, namely the section organising courses leading to 'National Level' awards of the Business Education Council, which started in September 1979. The decision to start at that date rather than the earlier option of September 1978 was a regional decision. Like all other institutions courses leading to BEC General Level awards were started in September 1978 thus providing an outline organisation for the National Level award.

Co-ordination

1. Multiple copying was reported as a problem. Although multiple copies were available on request from BEC the time delay often made local copying preferable, but costly. This was reported by many staff interviewed partly because a recent College admin note had required cutback in reprographics. See also paragraph 209.

286. Preparation for the introduction of the new award scheme appears to have been thorough. A chief co-ordinator for BEC was appointed with the task of collecting and passing on all relevant documentation and also of introducing the General Level awards. She organised a large meeting for local employers that was well attended, including College teaching staff, that was addressed by the Chief Officer of BEC, and there has also been a subsequent meeting of teachers organised so the Regional Officer of BEC could meet the teaching staff. Information is easily available, in part because the staff share crowded workrooms and staff rooms along a single corridor in the main college building. Notice Boards carry some information. The Chief Co-ordinator was clearly well known to all staff and regarded with affection and respect, and occasionally called Auntie Bec by some of the younger staff. She had set for her own BEC General students the task of organising a filing, storage and retrieval system for archival and access purposes.¹ This was on open access in her own work room, where she also had collected a wide range of newly published text books aimed at BEC courses, some purchased and some acquired for 'inspection'.

National Level Team

2. More than in other case studies. See also paragraph 219.

287. The team that had been appointed to develop BEC National included a number of young teachers and it was noticeable that many of the posts in the structure were filled by staff not at the Principal or Senior Lecturer level of Burnham gradings. Most of those interviewed had been on short courses or conferences about the introduction of BEC held in a wide range of colleges, Polys and RAC meetings.² Overall it became clear that they were confident of being in touch with the developments. The co-ordinators were very pleased with the ease of communication by letter or 'phone to BEC Head Office, and in particular the clear knowledge they had of the staff they dealt with.

3. This pattern of meetings had been developed especially for BEC. The new co-ordination meetings contained these lower graded staff. The organisational innovation seems to have drawn them in.

288. The College is large and the exact number of course groups will obviously vary a little from year to year. In September 1979 the College started one full-time group and seven part-time groups of students onto courses for National Level awards, a total of 163 students. With numbers of this size in prospect it was clear that a fairly careful co-ordination was required. In the planning stages a leader for each of the core modules was designated a leader for Cross Modular Assignments. This, with the Course Co-ordinator formed the main team, but meetings³ that were held were all regarded as open to all that could attend. Each core team met separately to plan an agreed schedule of topics and assignments that each teacher would keep to when running the course. In practice the working party, as the team was known, was a group distinct from the General Level group and drew very little on the experiences of that group and did not normally include the Senior BEC Co-ordinator. Records of work done and decisions (not regarded as 'minutes') were made and distributed to teaching staff as requested.

Planning

289. The working party has been expanded now that the course is running and a 'timetable slot' cleared on a Monday so that meetings can be called each week. The team, now renamed the 'Course Assessment Team' (C.A.T.) is chaired by a senior member of staff with the 'National Level' Co-ordinator being an

1. Under the old Joint-Committee system each written paper was separately moderated (by post) by an expert subject assessor. These are replaced by a moderator for each scheme who, although he does not have subject expertise for the whole scheme, has access if he judges necessary to other experts. The anxiety that the new scheme might lead to a lowering of standards has been expressed elsewhere and also for TEC where a similar situation occurred. Both Councils have considerable processes for insuring against this damage. The expression here may be an 'early stage' expression of anxiety.

Moderators

Summary

2. Considerable anxiety was expressed about shortage of access to reprographics. It is difficult to judge how critical this was as the week before the case was collected there had been a cut-back (see also paragraph 286 above). It should also be recorded that administrative colleagues of the college asked for an interview to express their dissatisfaction with the demands put on them by TEC and BEC and the inflexibility and non-consultative nature of the central systems.

ordinary member. Although there is always a meeting every week (and sometimes more frequently) it is not always the full C.A.T. The teaching and assessment is well documented and easily accessible to all staff. A full set of documentation, especially bound for the purpose was prepared for presentation to the College Course Moderator.

All staff interviewed expressed satisfaction with the Moderator's first visit (which took place shortly before the case research was undertaken). The Course Assessment Team met with the Moderator in a room for extensive discussion and other staff met him as well. A little anxiety was expressed about the reassuring tone of the first visit, but he was expected to be more rigorous later. A lot of anxiety was expressed about the whole moderator system as being suspect, and not likely to be efficient.¹ Some reassurance was expressed that, in their case, their Moderator worked in an institution where he had direct access to other Moderators. What was clearly being required was rigour so that their standards would be maintained with an implicit anxiety that their standards might slip.

290. The Module One of the scheme, People and Communications, was taught by a team from another department but there appeared to be few problems of communication or co-operation. That team leader had previously been a member of the Business Studies Department, and has written in public journals on the teaching of English and Communications to Business students, and others in that team are well versed in that specialism.

291. The Head of Department appears to have the approach to clearly identifying responsibilities and encouraging a good deal of professional responsibility in the staff for undertaking those tasks in a way which he wants to be at the same time decisive, effective and open for colleague participation. The operating style of the Head is unobtrusive and despite the structures set up was little referred to by staff who assume it is their job to ensure the courses run. His own monitoring of progress is equally unobtrusive.

292. In all the staff seemed quite content and confident with progress at the General and National levels although there was a clearly expressed need to 'tidy up' the marking of Cross Modular Assignments. There were few comments of a critical nature of the workings of their own College,² although it should be recorded that some comments of uncertainty were made about progress with the 'Higher Level' course proposals.

293. This case-study thus presents a picture of a large course, with of necessity a moderately complex organisation, working with confidence.

SECTION XXII

Case Study Four : Eastern College

Background

294. Eastern College is a large college of further and higher education set as the only college in an urban region with a large rural catchment area. The industry of the area and the population has expanded steadily since the war and the college occupies a collection of fine civic buildings constructed in stages since 1950 on a single campus near the city centre.

295. The work of the College is very diverse and is currently organised into eight departments with an average of about forty staff in each. We are concerned only with one division of one department, that of Health and Social Studies, and in particular the course recognised by the CCETSW as leading to a certificate of Qualification in Social Work. There are about twenty teachers in the social work division with just over twelve being recognised as main tutors on the course.

296. The recent history of the department has not been a happy one. In the period 1975-77 it was not possible to appoint a permanent full-time Head of Department. In the year 1974/5 certain requests made by the department to vary its course were not accepted by the CCETSW and in the year 1975/6 the periodic review of the Council resulted in a three year re-approval with requests for development work before the next re-submission. At that point a new team leader was appointed to the College but ill health of senior staff has dogged the work since. This case study, while interesting, creates problems of unravelling the particularity from the more general process.

Developments

1. The central importance of learning from placements derives from the philosophy of the Central Body, and is fully accepted. Original plans to interview placement supervisors had to be abandoned because of lack of time.

297. The course has run for some while on a 'box and cox' arrangement whereby the first year is in college while the second year is out on placements,¹ and vice-versa, in a six-layer sandwich over the two years. Until very recently each year had a different team leader with a different core team of tutors thus creating a situation of almost two teams of two courses. Many lectures and lecturers however dealt with both groups, allowing in fact an increase in the level of awareness held by the students of the existence of two approaches. There seems to be a consensus view that the CCETSW has detected this and was not satisfied that the varying alternative approaches had been either arrived at as a working compromise, nor clearly articulated to the students. The central task of the course leader has thus become to build this into a team approach that can be coherently presented to students, CCETSW and placement agencies alike.

298. The task indicated above is vital in a situation where the current Head of Department, and the previous Head are not social workers and do not teach on the course. In the judgement of this author, the ethos of Social Work Education is not merely different from the rest of vocational education but different to a degree difficult to describe. However patient they can be of non-social workers (and they can be immensely patient) they are in the end very unaccepting of others in connection with 'their courses'. Further, they require an immersing experience and close control of entry to the profession which is based to a significant degree on the absorption by entrants of attitudes and ethos and a sensitivity and the practice of articulation of personal relationships and interaction like no other profession. Most other professions are more clearly based in their own ideologies on a simple acquisition of 'cognitive' knowledge. The effective result is that curriculum discussion often appears tortuous, slow and predicated on a clearing of misunderstandings and clarification of relationships in a way which may appear baffling to outsiders who cannot easily grasp the substance of debate. In particular the central core of all social work education is the development of student experience on social work placements. The support of this may be variously described as Case Work Skills, Social Work Practice, Skills Workshops and so on. The substance of any formal interaction between students and teachers is difficult to express and articulate on paper but central to an understanding of the process.

Central Philosophy

299. In the reformation of the teams at Eastern College three (equal) teams of four have been identified, each of which has its own students. In each team of four there are two who jointly organise the 'Skills Workshops' experience for their identified group of students. The other two are primarily responsible for place-

ment experience and academic tutorials, but all four are in some sense responsible for this group.

300. Each student receives a course handbook which contains introductory and administrative notes to the course and the lists of staff and their experience. There is also a full collection of papers describing the content of all the main and optional units of the course. All staff interviewed recognised that this was not yet an integrated collection suitable for presentation to CCETSW but would have to form the basis of the submission. All saw that the central section of 'Skills Workshops' are the core around which the course would have to be integrated eventually. The procedures adopted so far have included (last year) a number of meetings of the six Skills Workshops Tutors with six representative students. Currently these are not taking place, but the teams of four (described above) are meeting each week. This term attention has focussed on a once-a-week series of meetings with Training Officers, Agency Supervisors, and the senior staff of the unit.¹ Although documentary evidence of the outcome is slow to appear satisfaction is expressed with the rate of progress. As yet no coherent and widely acceptable theme for the Skills Workshops has emerged.

1. See also above, paragraph 297.

301. Although some staff expressed unhappiness about the level of specificity in CCETSW documentation concerning course design, all felt that, in general, CCETSW was doing a good job. It was very noticeable that, compared to other case studies in this report, a much higher level of articulation of role ambiguity was identified for CCETSW officers. The difficulty of being both advisory officers and executive/decision-makers was identified (or at least that of executive and negative decisions).² Blame, or personal blame, was not ascribed either to Officers, Council or other Academic Staff, as it was frequently ascribed in other case studies but staff reported that 'we have not yet resolved our disagreements'.

302. Placement or Placement Supervision, and direct social work engagements were the norm for staff interviewed and all maintained extremely strong professional links. Educational identities were lower. Although the College offers good opportunities for in-service teacher training (currently within the department in a formal sense, but now as previously outside it in a practical sense) the percentage of social work tutors that are teacher trained is lower than in the rest of the College. The Educational Unit's advice and assistance on curriculum design and presentation of the submission has not been sought, although the Unit has been involved, for example, in the TEC submissions. Few teachers in the Social Work Unit are members of the Association of Teachers in Social Work Education. Of the staff interviewed only the course leader has experience of teaching social work elsewhere.

303. The Social Work Unit has teaching staff room accommodation on a single floor of the main college building and it would appear to be of a very slightly higher quality than the rest of the accommodation (although all is of a high standard and scrupulously maintained). Staff have to share offices and work-room but there are four separate interview rooms or booths for discussions with students. (The author experienced less difficulty in finding private space than in any other case study.) Nevertheless, frequent references were made to the accommodation and to the difficulty of working in an institution where the administrative codes and funding seemed more directly related to what was seen as appropriate to the 16-19 year olds rather than the adult. Lack of private space, carpets, informal coffee facilities, reprographics, staff-student ratios were all cited as creating difficulties as well as the general 'ethos' being so mentioned.

Summary

304. In summary then, the Unit appeared to be working hard, but slowly, towards a new coherence. The structure of work is necessarily one of steady involvement on equal-colleague basis which is designed to resolve and overcome clearly articulated personality and professional differences. Time though may be becoming a scarce commodity.

2. This tension can be seen with officers of other central bodies (see for example paragraph 245: and also Volume 4). Yet this role tension is only one of two role tensions for officers. There is also the 'servant of the committee/influence on the committee' tension that was discussed earlier where it may indicate the apparent reluctance of officers to maximise attention to the committee as a sensor of opinion (see note to paragraph 168). The role tension in that case derives, in part, from an increase in the 'expertise' of the officer as an exams and curriculum professional and could be partly resolved by using two officers for each committee with more clearly differentiated role functions. In the case of the field officer it is at least possible that independent advisers could exist, separate from the authoritative role as servant of a committee. Cost is clearly a problem but the dilemmas might be faced (see also paragraph 348h).

SECTION XXIII

Case Study Five : London College

Background

305. London College is a very large College in an Outer London Borough with several hundred staff organised into nine main teaching departments, as the main provision for Further Education in the Borough. It is housed mainly in a single fine building designed just before the last war with more extravagance of dimension and materials than is usually possible now. The area, while obviously suburban, has a wide range of industry, is prosperous and has a broad mix of social groups. The College undertakes an immensely wide range of work up to but not including degree level work.

306. Currently the College is organised into nine main teaching departments each with about 40 full-time teaching staff. We are concerned in this case-study with one section of the General Studies Department which divides its 46 staff into eight sections. The section reported here is that concerned with the 'Introduction to Work' courses funded by the TSD and with Work Experience students placed in the College, and 'Pre-Tops' courses. TSD courses exist in other Departments of the College so it was decided to make the Introduction to Work courses the focus of the interviews.

307. The involvement of the Department in the work stems to a large extent from Head of Department initiative in co-ordination with the Vice-Principal about four years ago. After a series of meetings concerning the College's proposals for the courses, their curriculum and organisation, they were started. Although they remain a concern of the Head of Department he has transferred responsibility to an effective Course Tutor who, with immense energy, organises the work. Only four full-time teaching staff are mainly involved and they say they do not need to meet as a committee but see each other so often in the course of the week in their work rooms and staff-rooms that formal meetings are redundant.

Working Methods

308. In fact the work involves a large number of other teachers, mostly from other Departments, and all are visited by the Course Tutor, known everywhere by her Christian Name, who thus spends a good deal of time visiting workshops and classrooms, and it is perhaps this that sets the tone of the organisation which may be summed up as co-ordination by face-to-face negotiation. The researcher also interviewed Kitchen and Office staff who received young people on work placements and was much impressed by the feeling of warmth and concern. It was impossible to distinguish to what extent the effectiveness of the attitudes expressed derived from the basic personalities of the supervisors involved and to what extent it derived from sustained discussion with the Course Tutor.

309. The Introduction to Work students were on 13 or 16 week courses aimed to introduce them to a variety of work skills and practice in either Technical Skills, or Office Skills. They spent only 2 days in the General Studies Department and three in the Technical Departments. In the General Studies Department they had their own base rooms where much of the teaching materials were stored. They tend to be very demanding students in that they need close but friendly supervision in order to be able to develop, and need that all the time. Discussions with some older staff, not closely associated with the groups, indicated that many were quite unhappy about their own abilities to deal with groups that had such a low ability and so easily lost interest. It was clear that the closely associated staff did not have traditional further education backgrounds, but were recent entrants oriented more to secondary education or social and community work.

Planning

310. The devising of suitable teaching and learning situations had, it was reported, been a little difficult at first. College staff had visited an ILEA college that was already involved in this work and got some ideas. Pursuit of further ideas through book shops and educational book catalogues had, it was felt, filled up a few gaps until the staff had now got to a position of satisfaction with the material they had. They were aware that no help was forthcoming from the LEA, had not really thought to contact Garnett College which was some way

1. See also paragraph 210.

Central Monitoring

2. In the London Region, compared to other TSD regions, there is more centralisation of monitoring to Region than Districts. The impression recorded here does not take account of additional Regional level monitoring. It was also recorded that there had not been undue staff turnover at district level for this college (see also paragraph 252).

Summary

away, and some expressed regret that direct help of that sort was not easily available from the TSD. One teacher interviewed said in this context fortunately he had been able to adapt some Distributive Industry Training Board materials, but would have preferred to adapt some TSD materials.¹ The Teachers reported attending a one-day TSD conference held in Central London which they said was very useful, not from what the Officers said, but from what they found out from teachers from other colleges. They welcomed the idea of regular meetings of that sort only with the regret they had not happened earlier.

311. The Officers from TSD and ESD visited the College frequently and talked to both staff and students, the latter of course were interviewed for job placements and were also assessed, or tested for their skills. The Officers were on easy informal Christian Name terms with the staff and conducted much business by talking informally over lunch and sandwiches. The researcher met them in this way. Most teaching staff clearly knew a number of Officers in the local offices by name.

312. Visiting the College, interviewing the students and placing them at work were thus seen by TSD and the College as the chief check and monitor on the courses and the most satisfactory one. One of the TSD Officers expressed the opinion that this system of monitoring, and listening carefully to the teachers as they talked about their classes in the informal staff-room, and taking the classes occasionally, constituted effective monitoring.² The Head of Department similarly felt that since TSD monitoring existed he had little need to add any formalised review processes to his own informal methods. One teacher said though that they would prefer some more formal advisory or evaluation committees to be formed.

313. The organisation of the course then may be summarised as one of the informal kind, but driven by a guaranteeing of regular informal meetings and discussions on a daily basis of students known well. The group is self supporting in the sense that it has developed its own curriculum schemes which continue to be monitored by the staff informally and receive back the message 'all O.K.'. In general the staff seem content with this.

SECTION XXIV

Summary and Conclusions to Part Three of the Research

1. Only five case studies were completed. See also Section XVIII.

2. See also paragraph 262.

3. See also Turner, C.M. *Motivation of the individual in the organisation*. (Coombe Lodge Information Bank Paper: 1404). Blandford, Coombe Lodge, 1979, and

Ferguson, C.T. *Motivation and work*. *Coombe Lodge Report* Vol. 9 No. 11, 1976, pp. 385-394.

Teachers at Work

314. Summarising the five case studies and drawing conclusions from them is very difficult, some of the comments to be made do not appear to derive from the texts as given but necessarily reflect the experience of the six¹ visits and draws comparisons in a similar impressionistic way to that in which the cases themselves were gathered.

315. The researcher entered the case-studies with the assumption that people work best, and innovate best, when:

- a. they feel their job worth doing;
- b. they believe the organisation feels the job is worth doing;
- c. they have sufficient access to information and resources;
- d. they feel the distribution of decision taking and power is equitable.

Thus the researcher was looking on one hand for signs of enthusiasm, endeavour and vigorous effort and on the other for signs of disillusion, apathy and disgruntlement² and trying always to connect such expressions more precisely in the areas of discourse³

316. The researcher was reminded of the (potentially) busy world of the FE teacher. Each course-group of students sees between three and six teachers (a 'course-team'), each teacher may see as many as fifteen course-groups (i.e. be in fifteen teams), for a variety of central bodies. Teachers may use a variety of classrooms in a variety of buildings. Potentially a great deal of time may be spent on the move, collecting teaching materials or stores, handling records, conducting the lowest level of routine administration. Arising from the process of time-tabling where student-needs and rooming requirements may dominate, teachers may discover that they cannot meet other specific teachers for a few days, particularly where varying sites are used. While in one college on a Tuesday the researcher observed the expressed frustration of a teacher arriving from the annexe site late in the lunch time in order to see a colleague who had in fact left earlier. 'We don't meet again till Friday!' Clearly some things can be done by memorandum, but phone may be difficult if staff are at a known desk for less than a quarter of their time.

317. In many colleges there are frankly inadequate desks and study or work spaces for staff, poor systems for passing on of telephone messages, access to typing guaranteed only at time-lengths of several days and restricted reprographics services. Teaching in colleges is a unique job, not quite like any other, so comparisons are difficult; but one wonders how many administrators are asked to work on three sites, have access to one twentieth of a secretary and given no dictaphones.⁴ In as much as co-ordination is required colleges are frequently under-resourced for the job; although many have adequate resources. These limitations derive mainly from long term budget problems. College senior staff though may often be able to pay more attention than they do already to the small details of the quasi formal structuring of communications and meeting times through provision of work spaces, notice boards, phones, time-tabling provision and so on.

4. In an earlier survey of 97 teachers conducted by the researcher one third reported the lack of sufficient storage space for teaching materials, poor typing facilities etc.

Russell, R. 'Alternative Organisational Patterns', *Coombe Lodge Reports* Vol. 10 No. 2, p. 92-93, ISSN 0305 8441.

Gatekeeping

5. For definition see paragraph 209 and note.

318. The gatekeeper function⁵ of senior staff in receiving central body information and passing it on is also of importance, and not always grasped as being potentially an active rather than a passive role. In some of the cases sources of information were known to all and at hand. In others some teachers claimed not to have seen the examiners annual reports, or the draft curriculum units being circulated in the college, or had out of date bulletins on the notice boards. Some claimed not to have seen their college assessor. These reports can be dismissed as not true, but the question arises why were they given? Why is it that some sections clearly show less awareness and interest in this material than others? If for example each teacher receives a copy of the examiners report and is called to a course team meeting to discuss its implications is he likely to record that he hasn't seen it?

Causes of Good Teamwork

319. Overall the impression was given that the range of information used in further detailing the curriculum in the college, the vigour and team work applied to that detailing seemed to correlate positively with the four factors below:

- a. The degree of leadership given in the management style of operation.
- b. The degree of LEA and RAC provision for curriculum assistance.
- c. The amount of LEA resourcing for the college.
- d. The relative remoteness or size of the central body.

In commenting on these the researcher would add that in a. above it was the style rather than substance of educational leadership that seemed to matter most. In other words it was obviously possible to set up effective decision-taking processes without expressing any idea about specific or desired outcomes. As far as b. and c. are concerned they would appear to be of fairly equal weight, but c. could clearly be misadministered in such a way that it ceased to be supportive or seen as supportive.¹ The last factor, although the least weighty, can still be paid some attention to since it is that the remoter bodies are larger and thus a significant influence in the curriculum world of more teachers. The question arises can they present only a small but identifiable facet to a specific group of vocational teachers in order to appear less large and less remote?

1. See 315b above. Even quite small supports (in a cost sense) can have a great symbolic value.

Teachers Associations

320. One other factor seemed to be operating on the vigour and team work applied to curriculum detailing, namely the presence or otherwise of a specific teachers group such as the Catering Teachers Association. This presence is not listed above in part because, unlike the other four factors, no specific audience of actors for an ensuing recommendation comes to mind. It is true that one could encourage all teachers to form and participate in these organisations but we cannot really expect many to have the energy to create new organisations. In addition where they exist using them depends in part on encouraging their use. In one of the cases an appropriate group existed but no staff member interviewed was a member of the subject teachers association. Of course it may be a fairly moribund organisation but perhaps there could have been institutional contact for what little that could be gained.

Teaching Experience

2. See also note to paragraph 314.

321. Two other features were noticed in the research that had not been expected. Firstly in only one of the eight sections interviewed had a majority of the staff interviewed taught elsewhere.² In one section no-one had (and one of the teachers had previously been a student in the section), and in another section only one staff member interviewed had taught elsewhere, and that in a University. In other words the researcher was surprised at the small range of alternative experience being brought to bear on the teaching situation; although this is clearly broadened where there was significant meetings of teachers via RACs, Subject Teachers Associations, or other conferences. Nevertheless if these activities are not fostered the range of input is limited. This feature had not been expected and subsequent search for readily available comparable data has not enabled the researcher to identify to what extent these eight sections are typical.

Industrial Updating

3. See paragraph 256.

322. A second unexpected piece of data was the regularly expressed desire for 'industrial up-dating' or 'keeping in touch'. This was not a major surprise in that it had appeared in the questionnaire research.³ In this case though it became clear that although major funding may be necessary from LEAs many staff felt that quite short periods would be useful. In which case the problem may be as much administrative (in the sense of management initiating or facilitating the activity) as financial.

323. In conclusion, the researcher felt that the reference frames given in paragraph 315 were substantially accurate and that the cases confirmed that many senior staff had feelings of ambivalence or uncertainty of their managerial roles in facilitating or organising for further curriculum decisions; and this was more true for the central body areas where little change was expected or demanded in the near future. The image of professionalism held was that of isolated or individual professionals, rather than that of a team or group of professionals jointly looking at a common problem.

Monitoring

4. See also paragraph 235.

324. There was further a difficulty of penetrating the methods whereby senior staff assured themselves that adequate curriculum work was undertaken. Informal 'keeping an eye on things' may be effective, or it may be a code for partial and erratic monitoring.⁴ The researcher is of the opinion that these aspects of management structures may be seen by staff not as simply an interference with 'teachers prerogatives' nor simply as 'overloading' but can be seen as supportive

and useful. Superficially it would seem better that students are taught by teachers who can display concern, confidence, involvement and a feeling of being supported than by teachers who do not: if only because that is part of a 'hidden' curriculum. What direct effect it has on the more manifest curriculum is difficult to judge. Certainly we know little about it, and require further detailed research to take our understanding further.

SECTION XXV

Summary and Comments to the Report

Definition of Curriculum

1. Conversation between Jenkins and his fortune-teller in Powell, Anthony. *The acceptance world*. Fontana, 1967.

'... You expect too much, and yet you are also too resigned. You must try to understand life.' Somewhat awed by this searching, even severe analysis, I promised I would do better in the future. 'People can only be themselves', she said. 'If they possessed the qualities you desire in them, they would be different people.' 'That is what I should like them to be.'

325. The definition of the curriculum used in this report is that the real curriculum is the learning that students achieve as a result of inter-action with teachers. Most teaching in colleges takes place against a background in which the teacher is aware of the presence of a single central curriculum body. These bodies try to influence the curriculum in the series of interactive social processes between them and the students. Their style of operation, that is their approach to curriculum design, varies. In summary the model of curriculum design and development processes used in this analysis is that the varying styles of curriculum design and development are the variations in the networks of decisions whereby the curriculum comes about. The curriculum decisions can be most fruitfully classified as being located within a nine box grid thus:

Basic Framework

	Aims/Content	Learning Situations	Assessment
Course Level	↕ ↔ ↕	↕ ↔ ↕	↕ ↔ ↕
Subject Level	↕ ↔ ↕	↕ ↔ ↕	↕ ↔ ↕
Lesson Level	↕ ↔ ↕	↕ ↔ ↕	↕ ↔ ↕

Within each box of the grid one might reasonably ask the questions:

- a. Who is taking the decisions?
- b. Subject to what external validation?
- c. Subject to what external monitoring?
- d. Under what structures of advice?
- e. Under what patterns of influence?

In effect it is the central body that decides the answers to these questions and thus what they do may be regarded not so much as determining the curriculum, but determining a decision-taking framework in which the curriculum comes about.

Decisions

Three Styles

326. Part One of this research was a consideration and analysis of the varying approaches taken by the central bodies to their task of curriculum design. The details of the wide variations are given in Part One. In the summary to Part One a further consideration was given to the analysis of the key points of difference and the view was given that the three most important variations in curriculum design styles could be summed up as three types of relationships between central bodies and colleges as being:

- a. an examining body relationship
- b. a validating body relationship
- c. a controlling body relationship

Each represents a different form of partnership between colleges and central bodies in solving the key problems of the curriculum and solving them in terms of analysing the students' needs, deriving goals for the students, defining the learning, and selecting experiences to convey this content.

Design Assumptions

327. Within all these variations, however, there appear to be a number of common elements that must be taken into account in describing and evaluating the varying processes of curriculum design. These elements are by and large traditional, so there are in the central bodies varying degrees of awareness of these traditions. They are frequently the taken-for-granted assumptions upon which all else rests.

I User-Provider Committees

328. All central bodies use governing council structures that they use to take all key decisions. These councils are composed of people holding honorific office as representatives of what are usually described as users and providers of certificates. The central bodies nearly all (the only exception being the MSC) use committees and sub-committees, also of users and providers, as central approving mechanisms for both their decisions concerning their curriculum process in general and any specific or draft curriculum outlines.

329. There is a very heavy reliance on these committees. It is a tradition that much work is done by them. Only very recently has there been much initiative taken by officers in the form of the production of papers. Often, perhaps usually at the level of decisions concerning individual curricula, both the initiative for and the approval of decisions lie with these committees. There is an assumption that their authority derives from their representative nature and the widespread information networks and flows to which they have access. The requirements of the users and providers in terms of curriculum design and development are fed through these committees where they are evaluated and compared. Of course, if this is to be effective, the role of the committee members has to be known and understood by those from whom they are to derive their information.

330. The committees of users and providers are also relied on very heavily in reviewing the progress of any particular scheme. The evaluation of specific curricula is done by the committees. Once more the initiative tends to lie with the committee rather than the officers, although in general routine-monitoring data is provided by the officers and many central bodies have a formal rule that some sort of review should take place every five years. More recently though, the bodies exercising a controlling relationship have, via their officers, initiated very much more thorough evaluation processes than previously, spending considerable sums of money on them. These have not yet come to fruition, but decisions will lie with the committees and councils.

II Two Meanings of Integration

Vocational Integration

1. See Appendix B

Intellectual Coherence

2. Coherence does not here imply that alternative industrial techniques, processes, approaches or attitudes are not discussed. Nor that differences of opinion are not to be expressed. Coherence here implies that any differences are identified in advance and presented as such as part of the development of the understanding of the work in context. The relationship between coherence and modular courses is discussed in Appendix B.

Professionalism

331. Throughout the research in all parts of the curriculum world there seemed to be a widespread acceptance of the value that it is desirable to present the student with a set of learning experiences that are not merely coherent or integrated within themselves but are integrated to a single vocational purpose, and that integration is something which has to be manifest in the learning experiences themselves, that is in the classroom. This is clearly regarded as the normal situation even where it was recognised that for a minority of students a more modular programme might be desirable. What remains uncertain is the strategy for integration and the administrative techniques to try to enhance the possibility of integration in the classroom. The older of the two curriculum approaches to course integration is that the single vocational purpose; and that is still the dominant tradition. The traditional tactics for implementing this strategy of coherence are discussed elsewhere.¹

332. A second tradition for integration of a course is that of 'intellectual coherence'.² In this situation a group of professionals, who are assumed to have a common identity, agree on the typical or minimum boundaries for the course. In order to give a clear purpose to the course they agree to a minimum of learning patterned into a traditional configuration. They may, of course, allow for optional 'extras' which are consistent with, or at least not incompatible with, the dominant pattern. Modifications of this second traditional pattern are to be seen in 'inter-disciplinary courses' where there is an attempt to, or at least the acknowledgement of, the possibility of the fruitful juxtaposition of traditionally separate subject areas. Even within this new trend the notion of a minimum-knowledge-set to achieve some reasonable coherence usually remains.

333. The final general comment which must be made is that concerning the growth of a general ideology of a 'professional curriculum commitment'. There

1. See also paragraphs 168, 191, 192 and 301.

Integration and Curriculum

seems to be a general tendency for there to be a steady shift from the concept of an officer of the central body as having a role in the system as 'servant-of-the-committee' towards one as a 'professional-in-the-system' with a deep understanding of the process of curriculum design and development.¹ Nevertheless even within this newer tradition there remains the role of the officer as 'servant' but a useful, prompting, catalytic servant of the committee. In origin this seems to have been derived from an increasing concern to be able to be assured more accurately that the centralised testing systems validly and reliably measure stated learning intentions. This attitude developed, at least in part, within the 'examining body relationship' tradition, but when moved to the validating or controlling body relationship becomes transformed into a professionalism which emphasises the close intermeshing of all curriculum decision taking areas. This latter attitude, or consciousness, has spread back into the examining body relationship. There now seems to be a growing assumption that many of the more general aims proper to a curriculum are best guaranteed by a care and attention to the close relationship of the various stages of curriculum process and not simply by an attention to the examination process and technique. Further, validation and control of the curriculum must pay a great attention to what goes on in the college. There are of course ambivalences generated by this move which has implications for changing the college/ examining body relationship from one of a traditional detachment to one of greater and closer involvement.

Different Styles

334. In these developments of attitude there seems to be developing within the officers of the central bodies a definite, even if difficult to define, concept of professionalism in the officers. This professionalism extends in many cases beyond an exams-professionalism to a 'curriculum-professionalism'. There is also by implication a desire that this professionalism shall be spread into the colleges. There is no implication that these professional attitudes have their origin outside the colleges, but since in some sense or other the central bodies validate what is done in the colleges the central body officers increasingly look for this development. This of course begins a slow change in the three key dimensions of the relationship of central bodies to colleges, namely:

- a. the place and function of the user-provider committees in these processes
- b. the use of field officers or moderators by the central body
- c. the character of the attempts to look at college decision taking processes (as well as outcomes).

In each of these three areas we find that the three main types of body (examining, validating, controlling) have developed their own characteristic relationships.

User-Provider Committees

2. See also paragraphs 191-192.

335. The oldest tradition is that the bulk of the curriculum design and definition is done by the user-provider committees of the central body.² In this examining body relationship the committee, or sub-groups of it, decides on the outlines of the syllabus, its definition, techniques of examination and so on. Frequently they go on to supplement these decisions with advice on reading lists, teaching strategies and so on and to monitor the examination instruments and processes. The validating body has assumed that this should all go on in the colleges, although the user-provider committees validate, by a variety of processes, what goes on. What distinguishes this from the newer controlling body relationship is that the validating body gives only the sketchiest of guidance to the college. The controlling bodies may use their committees for both designing some courses and validating others. Inevitably in designing some courses the central body gives a good deal of implicit guidance on college designed courses. In general controlling bodies have little shortage of materials, general guidance and advice for colleges.³

3. See also paragraphs 208-210.

Field Officers

4. See also paragraph 214.

336. In guaranteeing the curriculum the central body may consider the part that officers of the central body can play 'in the field', interacting with the colleges.⁴ The older tradition of the examining bodies makes little use of field officers. Officers from the central body may visit colleges by invitation (although somewhat infrequently) but their role is to explain or publicise, not to monitor. Where college-based skills-testing is included in the examination the central bodies usually make use of part-time assessors or moderators to visit the colleges. A similar pattern of activity for the officer exists for the validating bodies but these organisations require colleges to appoint local external examiners, subject to the control of the central body. In controlling bodies a very different pattern exists. The officers are available to the colleges but there is a much more closely controlled system of moderators who visit the colleges frequently, may receive specific training, and have to report to the central body in great detail. These

controlling systems closely monitor the college activity and by implication exercise a great deal of control over it.

College Decision Taking

337. Similarly we find great variation of central body concern with not merely the outcome of college decision taking but also of the process. Examining bodies take very little cognizance of college organisation or decision process, while validating bodies pay a great deal of attention to it at key points in their validation processes but do not monitor it in between. Controlling bodies monitor some aspects of this at regular intervals. Their college moderators are asked to report frequently on such things as team attitude or meeting of management boards for courses.¹

1. See also paragraphs 193, 234-238.

338. Thus a great deal of variation in procedures for relating to the colleges can be closely connected to the three main types of relationship between central body and colleges. Beyond that there is an immense wealth of variation in the detailed administrative procedures. These are of course in constant flux and the central bodies continuously adjust them for a variety of reasons that do not directly affect the main characteristics of the procedures, or relationships, for the design of the curriculum. It must not be assumed that much can be learned from these other variations that will affect the key design elements of the relationship of the central bodies for the colleges, nor that the officers of the central bodies are unmindful of these variations. They know of them, and are continuously improving their own administrations.²

2. But see paragraph 196; the ambiguity referred to about 'Public' and 'Non-Public' documents should be made clearer.

Officer Role Ambiguity

339. Of great interest though is the variations in officer role which derive from the changes and developments in the concept of professionalism amongst the officers of the central bodies (see 333 and 334 above). The older tradition is that of 'servant-of-the-committee' and indeed that tradition still exists because of the continuing use of user-provider committees to validate all that is done. It would appear though that officers have some role-ambiguity about their position as initiator, or instigator, or catalyst, or prompter, or diligent informer, or servant. Only further investigations could explore the extent of this uncertainty. Above we have described shifts in relationships between central bodies and colleges. These will all have to be put into operation by officers who are thus changing their roles. Their own degree of clarity will depend on the degree of clarity about the character of the process held in the committees that they serve.

340. One outstanding feature observed in the development of the three main types of relationship of central body to the colleges in the process of curriculum design was that all three types exist at all of the main 'levels' of curriculum (i.e. remedial, craft, technician, technologist, degree, professional) and across the vocational and subject areas. It cannot be consistently held that one system is appropriate to one level or area since the variations that exist are great. The three main methods seem to have evolved over time, or in other words to be developmental. Further investigations may be needed to see why these took place. Certainly the development of validation as an attitude fitted its historical context. It was consistent with currently developing attitudes to college government and management and was consistent with ideas held in the whole society about participation and self management. Moreover, research into curriculum innovations organised by the Schools Council and others (and in particular Kanetti-Barry's research in the implementation of the C&GLI craft - then - 500 series)³ meant that anyone aware of this research would have to be suspicious of the effectiveness of curriculum changes initiated in an 'examining board' relationship. To explain the shift from 'validating' relationship to 'controlling' relationship is more difficult. Clearly it contains a greater attempt to more closely guarantee (or control) the curriculum and has been seen this way. In part it stems from the increasing sophistication of curriculum professionalism at the centre and a desire to spread that knowledge.

3. Barry, S.M. Kanetti: *Engineering Craft Studies: Monitoring a New Syllabus*, NFER ISBN 85633-048-5.

See also paragraph 33.

341. What is most clear is that the controlling body relationships have been developed recently, exist in *all* areas of current major change and development, and are a lot more expensive even if the major costs are dispersed to the colleges and not identified. Technician education, business education, social work, education, UVP schemes, new courses for the unemployed, and possibly wider-spread foundation courses, or 'A Basis for Choice' schemes all use a 'controlling body relationship'. It is not certain that revision in craft schemes would use this relationship but it is not clear what reforms will take place. However, current trends do raise a number of consequential issues that ought to be considered not only by the central bodies themselves but also by the DES. This report has tried to identify the trends and consequent issues and problems. It is not an attempt to evaluate the processes, but to clarify the issues.

General Issues

Staff Control Mechanisms

1. There is no necessary implication that the 'agreed overall staff-student-ratios' should be better or worse than the existing overall conditions. It should be recognised that the newer controlling body relationships may demand more work, that the work may be unevenly distributed, and the present system of work load allocation and control may make recognition of this difficult. See also paragraph 346.

2. See also paragraphs 316, 317 and 346.

Central Body Funding

3. The issues raised here and under sub-paragraphs e. and g. all relate to the funding position. The second part of the research revealed that the two central bodies not in this position were reported as better able to help the curriculum development required. See also paragraphs 212, 214, 219, 247 and 252.

Research Base

Staff Involvement

College Organisation

342. The most general issues seem to be as follows:

a. Teachers in colleges seem to be expected to spend increasing amounts of time in curriculum development activity, in internal validation and committee work, and in preparing the work for presentation to central bodies. How much time is involved for each individual is not clear, nor are there proven or agreed ways of measuring this involvement. This new development demand is not easily identified in the present system of allocating teacher work load while the standard system of defining, measuring and controlling the workload of individual teachers is the class-contact-hour. The assumption that the ratio of class-contact to other associated work is a fixed ratio for each individual member of staff at each grade is just not true when development work is unevenly distributed. National systems for giving a class-contact-relief equivalent may be clumsy. It could well be that the best way to control staff utilisation in the newer curriculum systems is to allow greater college control and flexibility within an agreed overall staff-student-ratio, thus allowing individual curriculum-development and class contact loadings to vary.¹

b. In a similar way, Local Education Authorities and Regional Advisory Councils have sought to control the provision of courses not only through basic systems of approval-to-run but also by minimum-class-size. Inasmuch as the curriculum systems now being designed are more modular, more flexible and incorporate more independent learning situations, class-size (minimum or maximum) becomes a less appropriate formula within the system of administrative control. This should be reviewed.²

c. The curriculum research design and development carried out by the central bodies is expensive. The more detailed the work, and the more research based, the more expensive it becomes. In addition any tendency to provide examples of teaching materials or to closely monitor or control the implementation in the colleges of centrally devised ideas adds to the cost. The central bodies and their consultative systems are all moving in the direction of these relatively expensive techniques for reasons which this report must accept. The rising costs do raise the issues of funding to a considerable degree. To what extent can we routinely expect the central bodies to develop schemes thought to be appropriate on the income derived from student fees for certification?³

d. The current distinction between education and training exists primarily as a device for costing and paying purposes. As education designs move progressively towards a vocational orientation and cognizance, and are focussed to work-skills, the distinction becomes weaker. Industry is increasingly asked to make significant contributions to the design of educational experience, the provision of work experience and even to supporting, reporting on and testing students. Can this always be supported by the individual enterprise? A very large percentage of the labour force remains 'out of scope' of the ITB's and while these may contribute to the development of a research based curriculum there are limits. The establishment of a centrally funded research unit for curriculum development work could assist in these difficulties.

e. As curriculum design moves towards a closer partnership between the central bodies and the colleges there comes into existence a need for conference or workshop activity in which college staff may receive messages from the central bodies, but in a way and on grounds in which they may challenge the central bodies and express disagreements and tensions which arise from the structure of the power relationships between the central bodies and colleges. This is an important part of the information flow from the college system back to the central body and the need for it is greater, though more difficult to manage, when the curriculum system moves towards controlling relationships. The necessary provision becomes a problem. In a sense the colleges of education (technical) provide some of this, but neither they nor the central bodies are specifically funded for this work. The kind of situation in which it takes place usually also carries a staff-development function which is a further need referred to below. There is within all these needs an ill-defined place and responsibility for Her Majesty's Inspectorate, and for the Local Education Authority Inspectorate. Presumably it is part of their role to detect these needs and respond to them, but they may not have the expertise or resources so to do.

f. The extension of the curriculum professionalism into the colleges in a form which specifically demands an increase in the traditional amount of team work may create organisational tension. While we have argued that the

emphasis on team work in part derives from a wider social and ideological emphasis on participation, many colleges have only experienced minimal changes in their organisational character. Not all colleges have introduced college academic boards that have a policy making character, and there is always a tension between participatory management and the older forms of hierarchical management. Put simply, the tensions have not been adequately researched, particularly as they affect the structure of the decision taking processes which lead to the curriculum. We do not know enough about what are the best organisational forms and climates for the kind of curriculum development required.

Monitoring of Schemes

1. See also paragraph 183.

Evaluation of Central Bodies

g. The monitoring of the success of any particular scheme or the need for a new scheme, has by and large been the responsibility of either the central body or its joint user-provider committee for the scheme. This remains the case, but even with more active officer work, and greater use of part-time moderators, this becomes more difficult because the standards that seem to be required for close meshing of course experience and learning and the world of work seem to be going up.¹ Quite simply this requires more work to be done. Clearly within the generally raised standards of public accountability as well as the raised standards of curriculum requirement the effectiveness of such monitoring standards within an uncertain situation must be questioned.

h. Finally, the effectiveness of the central body itself, and the curriculum system it adopts becomes open to question. Clearly public bodies of the sort under discussion are rational and responsible and take seriously the notion of accountability. Yet there is also some sort of monitoring of the central bodies by the DES. Much of this is known to the central bodies, and in particular their officers, but to few others in the curriculum system (despite its widespread college and industrial contact). The question arises, should this be more public?

Recommendations

343. Many of the issues for discussion raised above are of a fairly general character and are by implication capable of being resolved only by the highest of the central authorities such as the DES, or by the Council of Local Education Authorities making recommendations to its members. From the body of the report however several more specific recommendations or issues are raised that are capable of being addressed to a specific audience.

I to Classroom Teachers

344. *Classroom teachers* may be asked to consider their role as dual professionals, that is having been recruited as a professional in a discipline or industrial craft or occupation they have become professionals in the design and implementation of learning. Within colleges, and between college staff and central bodies, as well as between college staff and LEAs there are structural tensions that arise from differing supervisory, authority and costing positions. Yet all are at least potentially capable of sharing similar educational perspectives and goals for the students. Thus the professionals may be asked to distinguish these structural tensions and their source from real educational goal differences and act toward the latter with a common professionalism. In particular class room teachers should:

Recommendations

2. And also specialist groups. See also paragraph 348. It is not recommended that hard working teachers form such groups where they do not exist, although that would be a good thing. If funds were available it might be recommended. See paragraph 350c.

- a. systematically search for information from central bodies, and from industry;²
- b. clearly identify the precise points to influence central bodies and attempt to do so, remembering that central bodies are not monoliths but are also pluralist sensor structures,
- c. share all information gathered with colleagues who teach the same students,
- d. participate in evaluating the work done.

II to Senior Staff in Colleges

345. *Senior Staff of Colleges* should in like manner recognise the structural tensions that arise between them, the teachers and the LEAs and they should recognise these as distinct from educationally varying goals. Whatever issues arise from the former should be distinguished from the latter. In particular the senior staff must see it as a major responsibility to develop organisational structure and an ethos in which the professionalism required by the central bodies can be developed. In detail they might consider the following recommendations:

- a. Attention must be carefully paid to the internal communication networks not merely for the distribution of information but the provision of informal and unscheduled meetings as well as scheduled meetings. Memoranda are important, and so is work space and meeting time.³

3. See also paragraphs 316 and 317.

1. See also paragraph 238.

III to LEAs

2. It is important in this context to be sympathetic to the needs of teachers who are usually trying with some diligence to respond to the pressures put on them.

3. See also paragraphs 215-22, and 255.

4. See also paragraph 342a.

IV to RACs and REBs

V to Central Bodies

6. See paragraph 331.

7. Nowhere have I recommended the formation of these to any specific audience, but where they come into existence they should be used, funded and encouraged. See paragraphs 226, 274, 281, 320 and 350c.

8. See also paragraph 184 and note.

- b. Clearly identify structures (or leaders) for joint curriculum activity and clearly give responsibility, authority and resources for those activities.
- c. Try to ensure the application of available resources for development work, and to change priorities in a fashion which is acceptable and effective.
- d. Do not overload staff with too many central bodies to face. This applies particularly to service staff.¹
- e. Monitor and facilitate work in progress, and be clear how the monitoring and evaluation is done.

345. *Local Education Authorities*, including their Members, Officers, Advisers and Inspectors, should really be aware that most of the change pressures derive immediately from the central bodies and not the teaching institutions. Most of the central bodies are themselves open pluralistic systems which filter but basically respond to pressures on them. Thus it is the community itself which creates curriculum change. The pace of technological change, the requirements for high standards of cognitive knowledge and co-operative awareness derive mainly from industrial and community pressures.² As yet there is no co-ordinating mechanism so some colleges, or segments of colleges, may come under very severe stress. LEAs should:

- a. Identify resources for colleges to use for development work, for agreed needs.
- b. Encourage the role of local inspectors or advisers as supportive of curriculum and staff development, and assist them in this role. Particularly where the LEA has few FE advisers they should use their existing RAC mechanisms as agencies and bases for the support of development work done most usually by the hard-working enthusiasts of the teaching staff.³
- c. Adopt more flexible mechanisms for controlling and monitoring the use of teaching resources. This could be done by any individual LEA but they could also instigate such work through the Local Authority associations.⁴

347. *Regional Advisory Councils*, and particularly those without close association with regional examining, should within the brief given to them by the LEAs consider their place as agents of the LEAs in the support of the teaching staff faced with change. Many LEAs are too small to act as staff development agencies for curriculum development purposes and need some sort of central support. Those RACs which are associated with regional examining clearly see this as their function, particularly for craft level courses; but all RACs can for all levels improve the effectiveness and appropriateness of FE in their regions by the provision of curriculum activity and workshops.⁵

348. *Central Bodies* are in ambivalent positions concerning their relative responsibilities for justly and accurately certificating competence, and for promoting educational experience. Reconsideration and redefinition may appear to be a glib recommendation but clear recommendations for this area are difficult. However, they should:

- a. Clarify for each curriculum project the meaning, type and level of integration being required.
- b. Clarify for each curriculum project what balance of strategies they are taking for integration in its two meanings.⁶
- c. Having answered a and b, clarify certain recommendations (not requirements) which affect college organisation and pay special attention to how the classroom teachers will receive the messages and what further work they will need to do. Use all forms of communication to teachers, including RACs and specialist groups of subject teachers.⁷
- d. Investigate and evaluate according to publicly available criteria the dissemination, development and innovation techniques that work best: and do this from an early stage in key developments.
- e. Be clearer on the character of educational innovations required.⁸
- f. Be very systematic in the application of sensible time scales to allow the

5. This research is in direct disagreement with certain aspects of the recent report of the Central Policy Review Staff's recommendations on Further Education curricula work. That recent work seems to have overlooked the complexity of curriculum decisions in FE. Indeed while it recognises the need for workshop activity in schools, it presents an oversimplified position of the central bodies as if they were all 'examining' with little other curriculum work to be done. Their rapid dismissal of the value of local bodies in the process is not supported by any evidence in this research. C.P.R.S. *Education, Training and Industrial Performance*, 1980. HMSO ISBN 0 11 630817 6.

cf. paragraphs 42-44 and 49-50 with 89-96. This report recommends for FE an attitude similar to that C.P.R.S. recommends for schools (paragraphs 89-96). See also paragraphs 217, 250 and 287 of this report.

work to be done properly. Regional phasing-in of changes may be necessary if the central body cannot provide resources and support for the whole country simultaneously.

- g. Having looked at the implications of the innovations required by the changing industrial and social needs, be more active in informing the DES, LEAs and LA associations of the resource implications of what is needed.
- h. Look closely at how they present their own organisation staff and contact points to the world and how they both give and receive ideas.¹

1. See paragraphs 191 and 301.

VI to Research Bodies

349. *Research and Development Bodies*, in particular the NFER, the FEU and any other bodies or colleges that have a research facility or funds to apply to research can co-operate in research and monitoring as described at a and h above. These bodies have tiny funds but they could take the following approaches:

- a. They should identify early on some likely changes and investigate them from as early as possible. Four innovative areas of the FE curriculum that look possible in the near future are:
 - (i) expansion or development of schemes for Unified Vocational Preparation
 - (ii) development of new schemes, or modification of existing schemes, to bring courses within the framework of 'A Basis for Choice'
 - (iii) development of schemes for the revised Preliminary Certificate in Social Care of the Central Council for the Education and Training of Social Workers
 - (iv) developments that arise to a craft schemes for engineering subjects as a result of the deliberations of the Joint Advisory Council of the C&GLI and the Regional Examining Bodies.
- b. For each of these schemes a systematic curriculum analysis of the sort used in this report should be applied empirically to the situation to investigate for each curriculum decision area:
 - (i) who initiates a decision?
 - (ii) on what information?
 - (iii) within what guidelines?
 - (iv) subject to what validation?
 - (v) subject to what influence?

The purpose being to explore the inter-relationships of these questions in the various curriculum areas in order to find ways of improving communication flows and to provide the necessary teachers support.

- c. They might conduct college-based research to ask teachers questions which illuminate the above but would include questions concerning:
 - (i) the ways in which teachers experience the organisations in which they work as being supportive or non-supportive to curriculum development
 - (ii) where outside the college they seek resources, ideas and support for curriculum development
 - (iii) how they use documentation and officers from the central bodies in their curriculum work.
- d. To investigate how long teachers spend on the development work, and how they experience the resource control systems put on them as being supportive or frustrating in their curriculum work.²
- e. To investigate in greater detail how the central bodies operate, how their committees work and to do this by monitoring minutes, observing committees at work, and by detailed interviews and investigations with officers. Within all this to
 - (i) try to see what assumptions are being made about how colleges work and what assumptions are made about what further work is done in colleges
 - (ii) how they use information, and what information, about industrial needs, and how that information is acquired
 - (iii) to investigate what values are placed on integration, interlocking in the curriculum and professionalism. How are curriculum theories put into practice in creating curriculum documents and administrative procedures?³

2. See also paragraph 342c.

3. See also paragraph 333.

VII

to Central Government

1. 'Government' or the 'Ministers' may be distinguished from the DES.

2. See also paragraphs 192 and 194.

3. A central agency might use these funds to facilitate the work of specialist groups of teachers (see also paragraph 348c above; and 344a above).

4. It has been remarked earlier that two of the central bodies have vastly different processes of stimulating and monitoring the curriculum work that is their responsibility. It is to be noted that these are not funded by the DES; but by other central departments (see paragraphs 247 and 252).

350. *Central Government*, the DES and HMI are three distinct bodies¹ with their own responsibilities to each other. Unfortunately their responsibility for the FE curriculum is not made clear but would appear to be delegated, without specific funding, to the colleges (LEAs powers of intervention are limited by the Education (No. 2) Act 1968) and the central bodies. The net result is a smaller amount of specifically funded, identified and co-ordinated curriculum activity than in any one of our partners in the Community.² England may actually spend more man-hours on it but the lack of clarity in the authority patterns and co-ordination may waste resources. The research brief and plan did not in itself cover the central responsibilities but Part One made it clear that there were shadowy responsibilities and activities around central government. In paragraph 168 I made it clear that most central bodies are established by central government with the main patterns of relationship and boundaries between them monitored and influenced by the DES.³ This is rarely made explicit and the processes, criteria and methodology of monitoring and influencing are vague. If the system is to be pluralist that should be clearer; if centralist that should be clearer. There seems to be no good reason for one organ of government to monitor another by processes and criteria that are not clearly public. Therefore I consider that:

- a. The central responsibilities for the whole curriculum system should be reconsidered and the resulting decision should be clearly and explicitly expressed and articulated; and consequent financial and administrative responsibilities should be publicly accepted and appropriately funded.
- b. The central processes and criteria of monitoring and evaluating progress should be made more public, accessible to public criticism, but retaining whatever degree of central control is suitable.
- c. Specific and difficult curriculum development should be more clearly supported and aided by specific grants. Under current administrative arrangements it may be administratively useful to place these funds for management purposes with a central curriculum development agency.⁴
- d. A mechanism for co-ordinating the incidence of changes demanded by central examining bodies should be established. This should help to prevent unnecessary and unreasonable overloading of both colleges and supporting agencies. Where such loadings are unavoidable then the necessary extra support should be centrally funded.

APPENDIX A

Reproduced on pages 98-106 is a copy of the Questionnaire sent to Heads of Department in Part Two of the research, the coded replies to which form the basis of section XVI of this report. For discussion of its form and analysis see section XV of the Volume and Section G of Volume Two.

Coombe Lodge

Director Gordon Wheeler

The Further Education Staff College
Blagdon Bristol BS18 6RG telephone 0761 62503

our ref TJR/SNH/FECR&DU
your ref

January, 1979

Dear Colleague,

I am conducting a piece of research on behalf of the Further Education Curriculum Review and Development Unit at the Department of Education and Science into the various styles of curriculum development adopted by the following central bodies, and to compare and evaluate those styles. The bodies we are concerned with are:-

C. & G.L.I.
T.E.C.
B.E.C.
C.N.A.A.
R.S.A.

I.M.S. (IFWSOM)
N.N.E.B.
C.C.E.T.S.W.
M.S.C./T.S.D.
U.E.I.

They are not all examining bodies, but they are all concerned to influence, control or validate the learning that takes place as a result of classroom activity. You, as Head of a Teaching Department or Unit, are also concerned to do that, and to effectively set a style of leadership and organisational process which helps the teachers interpret what they receive and to decide what is required. Sometimes this is changing, sometimes it stays much the same. In short I am asking about how you organise for curriculum development. I am asking your help in completing this questionnaire which I hope will tell us something of what goes on generally in the country and what can be done to help you in these curriculum tasks.

I am asking you to complete one questionnaire for each of the central bodies' courses which are organised in your department or unit. There may, of course, be other departments or units that are teaching different courses for the same central body. They will make their own return. It is necessary to ask you for more than one return because your answers for one body may be different from another.

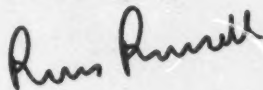
Some of the questions are fairly open-ended or ask you to expand your answers. Please use the blank spaces on the opposite sides to the questions if you wish to take up more space. Please attach any supplementary material you wish. In our trial circulation of this questionnaire Heads of Department took between 12 and 20 minutes to complete the form, depending on how much they wrote.

If your department teaches for more than two of the central bodies listed above, and you feel it would be burdensome to complete more than two returns, could you select the two bodies for which you have fewest students? (The larger bodies will be well covered elsewhere.)

Contd.....

I hope you will be able to help me since I feel confident that the subject is of great interest and I hope that the final report will be able to help us all. If you can complete these questionnaires will you return them to your Principal so that he can forward them to me? The answers to your questions will be treated with strict confidentiality and will not be cited in any way which will allow their origin to be traced. Many thanks.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "T.J. Russell". The signature is written in a cursive, slightly slanted style.

T.J. Russell
Staff Tutor

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Q1. PLEASE GIVE THE NAME OF YOUR COLLEGE 	01 02 03																				
Q2. PLEASE GIVE THE NAME OF YOUR DEPARTMENT 	04																				
Q3. WHICH OF THE FOLLOWING CENTRAL BODIES IS REFERRED TO IN THIS RETURN? REMEMBER, MAKE A SEPARATE RETURN FOR EACH BODY. <table border="1" style="margin: 10px auto; border-collapse: collapse; text-align: center;"> <tr> <td style="padding: 2px 10px;">C&GLI</td> <td style="width: 40px; height: 20px;"></td> <td style="padding: 2px 10px;">IMS/IPWSOM</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">TEC</td> <td style="width: 40px; height: 20px;"></td> <td style="padding: 2px 10px;">NNEB</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">BEC</td> <td style="width: 40px; height: 20px;"></td> <td style="padding: 2px 10px;">CCETSW</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">CNA A</td> <td style="width: 40px; height: 20px;"></td> <td style="padding: 2px 10px;">MSC/TSD</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">RSA</td> <td style="width: 40px; height: 20px;"></td> <td style="padding: 2px 10px;">UEI</td> <td style="width: 40px; height: 20px;"></td> </tr> </table>	C&GLI		IMS/IPWSOM		TEC		NNEB		BEC		CCETSW		CNA A		MSC/TSD		RSA		UEI		05
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Q5. WHICH OF THE FOLLOWING MEMBERS OF STAFF IS PRIMARILY RESPONSIBLE FOR THE ORGANISATION OF AND TEACHING ON THE COURSES FOR THE CENTRAL BODY REFERRED TO? PLEASE TICK ONE ONLY, EVEN THOUGH THE HEAD OF DEPARTMENT REMAINS ULTIMATELY RESPONSIBLE. <table border="1" style="margin: 10px auto; border-collapse: collapse; text-align: center;"> <tr> <td style="padding: 2px 10px;">HEAD OF DEPARTMENT</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">SECTION LEADER</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">COURSE TUTOR</td> <td style="width: 40px; height: 20px;"></td> </tr> <tr> <td style="padding: 2px 10px;">OTHER - PLEASE STATE</td> <td style="width: 40px; height: 20px;"></td> </tr> </table>	HEAD OF DEPARTMENT		SECTION LEADER		COURSE TUTOR		OTHER - PLEASE STATE		07												
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YES		NO																			
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Q8. DO YOU FIND ENOUGH INFORMATION IN THE PRINTED MATERIAL COMING TO YOU FROM THE CENTRAL BODY? <table border="1" style="margin-left: auto; margin-right: auto; border-collapse: collapse;"> <tr> <td style="padding: 5px; text-align: center;">NO</td> <td style="width: 50px;"></td> </tr> <tr> <td style="padding: 5px; text-align: center;">YES</td> <td></td> </tr> <tr> <td style="padding: 5px; text-align: center;">TOO MUCH</td> <td></td> </tr> </table>	NO		YES		TOO MUCH		10 <input style="width: 30px; height: 20px;" type="checkbox"/>				
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Q13. DO YOU AND YOUR STAFF FIND IT EASY TO MAKE CONTACT BY LETTER OR BY PHONE WITH THE OFFICERS OF THE CENTRAL BODY?

	VERY EASY	EASY	DIFFICULT	HAVEN'T TRIED
BY LETTER				
BY 'PHONE				

17 ☐18 ☐

Q14. HAVE YOU EVER TRIED TO MEET AN OFFICER OF THE CENTRAL BODY?

YES: AT THEIR OFFICE	YES: AT THE COLLEGE	YES: ELSEWHERE	NO

19 ☐

Q15. DID YOU FIND IT EASY?

VERY EASY	EASY	DIFFICULT	NOT APPLICABLE
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20 ☐

Q16. DID YOU FIND THIS CONTACT USEFUL?

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BY LETTER			
BY 'PHONE			
IN PERSON			

21 ☐22 ☐23 ☐24 ☐

PLEASE EXPAND YOUR ANSWER IF YOU WISH

Q17. HOW MANY TIMES HAS YOUR DEPARTMENT BEEN VISITED BY OFFICERS OF THE CENTRAL BODY IN THE LAST TWO YEARS?

.....

25 ☐

COMPLETE THIS SIDE

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- Q18. WE ARE CONCERNED TO EXPLORE HOW, IN GENERAL, YOUR DEPARTMENT IS ORGANISED TO MAINTAIN AND DEVELOP THE CURRICULUM. IT IS NOT POSSIBLE TO DRAFT A FEW SHORT SIMPLE QUESTIONS OF THE YES/NO TYPE TO EXPLORE THIS. IN ALL DEPARTMENTS TEACHERS MEET AND DISCUSS CHANGES, THE WORK AND STANDARDS, ETC. IN SOME DEPARTMENTS THE COURSE-TUTOR KEEPS AN EYE ON THINGS AND ENCOURAGES MEETINGS AND DISCUSSIONS. IN OTHERS A REGULAR MEETING OF THE WHOLE COURSE-TEAM IS CALLED TWICE A TERM: AND SO ON. COULD YOU GIVE A FEW BRIEF WORDS ABOUT WHAT FORMS OF ORGANISATION YOU USE? PLEASE USE THE SPACE OPPOSITE IF YOU WANT TO.

THE SUBSEQUENT QUESTIONS ARE RELATED TO THIS QUESTION.

26

- Q19. HOW MANY CONFERENCES OR WORKSHOPS, OTHER THAN REGULAR COURSE-TEAM OR DEPARTMENTAL MEETINGS HAVE BEEN HELD DURING THE LAST 2 YEARS IN YOUR DEPARTMENT TO DISCUSS CHANGES OR STANDARDS OF THE CENTRAL BODY REFERRED TO IN THIS RETURN?
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27

- Q20. HOW MANY CONFERENCES, WORKSHOPS OR MEETINGS TO DISCUSS CHANGES, STANDARDS OR WORK REQUIRED BY THE CENTRAL BODY HAVE BEEN ORGANISED CO-OPERATIVELY BY A LOCAL GROUP OF COLLEGES?
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28

- Q21. HOW MANY OF THE FULL-TIME STAFF OF YOUR DEPARTMENT HAVE BEEN ON CONFERENCES OR WORKSHOPS TO DISCUSS CHANGES OR STANDARDS, ETC. REQUIRED BY THE CENTRAL BODY?

ORGANISED BY:	MOST	SOME	ONE OR TWO	NONE
LEA				
RAC				
COLLEGES OF EDUCATION, ETC.				
NATFHE				
THE CENTRAL BODY				
TRADE, PROFESSIONAL OR SUBJECT ASSOCIATIONS				
COOMBE LODGE				
OTHERS PLEASE STATE				
OTHERS PLEASE STATE				

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COMPLETE THIS SIDE

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Q22. DO YOU FIND FUNDS ADEQUATE TO MEET CONFERENCE FEES, ETC. FOR KEEPING UP-TO-DATE WITH THE CENTRAL BODY?

MOST ADEQUATE	ADEQUATE	INADEQUATE
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38

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PLEASE EXPAND YOUR ANSWER IF YOU WISH.

39

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Q23. WHAT PERCENTAGE OF THE COURSE-WORK FOR COURSES OF THE CENTRAL BODY REFERRED TO IS 'SERVICED' FROM OTHER UNITS OR DEPARTMENTS?

40

☐

And, if applicable:

Q24. WHAT IS THE NUMBER OF SERVICING UNITS OR DEPARTMENTS INVOLVED?

41

☐

Q25. HOW EASY OR DIFFICULT IS IT TO KEEP THEM INFORMED OF CENTRAL AND COLLEGE REQUIREMENTS?

VERY EASY	EASY	SATISFACTORY	DIFFICULT	VERY DIFFICULT
☐	☐	☐	☐	☐

42

☐

Q26. PLEASE EXPAND YOUR ANSWER IF YOU WISH.

43

☐

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Q27. HOW MANY MEMBERS OF YOUR DEPARTMENTAL STAFF ARE MEMBERS OF ADVISORY PANELS, SUBJECT BOARDS, PROGRAMME COMMITTEE MEMBERS, MODERATORS, EXAMINERS, ETC. FOR THE CENTRAL BODY REFERRED TO?

.....

44 ☐

Q28. HOW DO THEY PASS ON THEIR KNOWLEDGE TO OTHER MEMBERS OF THE DEPARTMENT IF AT ALL? DO THEY WRITE MEMOS, TALK INFORMALLY, HOLD SEMINARS? PLEASE BE AS FULL AS POSSIBLE.

45 ☐

Q29. GENERALLY, HOW USEFUL DO YOU FIND THESE FOR KEEPING UP-TO-DATE WITH THE CENTRAL BODY REFERRED TO IN THIS RETURN?

INFORMATION SOURCES	VERY USEFUL	USEFUL	NOT USEFUL	HAVE NOT USED THEM
PUBLICATIONS OF THE CENTRAL BODY				
CONFERENCES, WORKSHOPS, ETC.				
EDUCATIONAL JOURNALS				
PROFESSIONAL OR TRADE PUBLICATIONS				
T.V./RADIO				
ANY OTHER SOURCE PLEASE STATE				

46 ☐

47 ☐

48 ☐

49 ☐

50 ☐

51 ☐

COMPLETE THIS SIDE	LEAVE THIS SIDE BLANK
Q30. DO YOU GENERALLY FIND THAT THE BASIC LEVEL OF TEACHER-TRAINING OF YOUR STAFF SUFFICIENT FOR WHAT IS REQUIRED OF YOUR DEPARTMENT? PLEASE BE AS FULL AS POSSIBLE.	52 ☐
Q31. DO YOU HAVE ANY GENERAL COMMENTS ON HOW YOU COULD BE HELPED BY THE CENTRAL BODY, OR BY OTHERS, TO MEET WHAT IS REQUIRED OF YOU AND YOUR STAFF? PLEASE BE AS FULL AS POSSIBLE.	53 ☐
Q32. WOULD IT BE POSSIBLE TO VISIT YOUR DEPARTMENT AND MEET THE STAFF BY PRIOR ARRANGEMENT WITH YOU AND THE COLLEGE PRINCIPAL? 	54 ☐
FINALLY: My sincere thanks for your help. <i>Russ Russell</i>	

APPENDIX B

A Note on Modularity, Coherence and Courses

Vocational Curriculum

B1. It is always difficult to penetrate into the assumptions that are taken for granted within a group of people because by definition they are not spoken or articulated. The dominant mode of syllabus or curriculum orientation in England and Wales is that the (outline) curriculum is based around the needs of an identified vocational group and is determined by an advisory committee of the industry or the vocational group on the one hand (users) and teachers and local education authorities (providers) on the other. It is true that this is not always the case, and some of the central bodies discussed in this report do not have this process. How then can we regard this process as dominant or normal?

Advisory Committees

B2. Between 1910 and 1920 the government departments acted vigorously to recommend this process which was quickly accepted by the C & GLI and it came to exist (by definition) in the Joint Committees set up progressively to administer the National Certificate Schemes for higher level awards. It thus created a system which, although still mainly evening based, was at least potentially capable of getting sufficient industrial support for the encouragement of day release, by creating courses of instruction and certification grouped around the identified vocational group. It was intended to replace the earlier examination system which was based on an understanding of basic principles underlying the various trades and was much more single subject based with exams in maths, mechanics, physics and so on. The earlier system was popular with the students and was seen by others as making good deficiencies in the system of general education, and in part as an extension of it. Forty years earlier still there had been a great concern over the propriety of teaching for a specific trade. By 1920 it was felt that few were emerging from the school system seriously deficient and the vocational education could build on that foundation rather than lay it. Doubtless the provisions of the 1918 Education Act for part-time day education were also taken seriously by some (for a few years at least) creating another pressure to develop a curriculum system acceptable to employers. In the immediate years only the C & GLI and the Joint Committees followed the official line with the RSA and the Regional Bodies eagerly collecting the candidature (and revenue) from the single subject market and not forming the joint industry/education committees. Eventually the centre negotiated the first concordat¹ whereby the Regional Bodies progressively adopted the syllabus structures developed in the C & GLI thus using, in effect, a single central system of advisory committees. This in effect left the RSA as the sole survivor of the old system; now heavily modified since it also has joint user-provider committees for many of its schemes.

Concordat between C & GLI and Regions

1. See also paragraph 140 and Argles M. *South Kensington to Robbins* 1964 Longmans p.64-70, see p.34 1, and Lang, Jennifer, *City and Guilds of London Institute* 1978, C&GLI, pp. 68-75, see p.24 2.

Hives & CNA

2. See also paragraph 39.

B3. When the 'Hives Council'² established the Diplomas in Technology, and was followed by the CNA, they at first followed the same essential pattern of using a central committee of educationists and industrialists to approve schemes mainly within a single technological area. Indeed the Diploma in Technology schemes insisted on industrial placements within their tuition programmes. As more general science and other degrees were approved the tradition changed slightly in that an academic coherence was sought for groups that did not have a vocational coherence. Most first degrees approved were single-subject science degrees, and where possible included industrialists and members of professional associations on the validating committees. This pattern dominated until the seventies.

Grouped Courses

B4. The pattern went further and they provided for what are known as 'grouped courses'. What this meant was that, as the normal pattern, whether designed externally or internally to the colleges;

- a. The units into which the courses were divided (subjects) were designed for one given package only. Generally they were not 'taken off the shelf' from a previously designed package.
- b. The study patterns required that the available units were taken in specified groupings and sequences within a pre-defined time period.
- c. Students could be expected to spend the bulk of their formally structured learning time in a group of others taking the same course package.

1. No criticism of the system is intended. It is hoped that these passages are purely descriptive.

Modular Courses

2. In a sense a grouped-course is a single module: it is just a very large one, and normally taken on its own. Some more discussion of these aspects and the administrative consequences of modular courses can be found in Latham, J. and Russell, T.J. *The Skills of Curriculum Development I: Course Organisation and Studies* (Coombe Lodge Information Paper No. 0941), Blagdon, Coombe Lodge, 1978.

d. Certification is based on the successful completion by simultaneous examination of the required units.

Of course modifications to these principles were accepted. Curriculum workers obviously drew on previous experience in designing units to the extent that occasionally the units were little more than 'off the shelf', students repeated years, or re-took only a small number of 'failed' units. Most schemes, though, allowed retakes for only a minority of units. Failure in half usually meant a retake of all.¹

B5. A modular course, on the other hand, is composed of units of learning which, it is believed, can be sensibly taught, learned and examined independently of any other units: and preferably in a unit size of a small learning time.² A purely modular course structure is difficult to imagine and nearly all systems that exist make significant modifications to the modular concept. Most schemes are limited in one or more of the following ways:

- a. by grouping the units into tiers or levels of difficulty
- b. by setting pre-entry requirements for the scheme or for higher tier units
- c. by making some basic, or core unit requirements, or 'main route' requirements
- d. by requiring simultaneous success in a minimum number of units or a core or units
- e. by setting time limits (maximum or minimum) for successful completion of scheme
- f. certification is provided only for a minimum number of units (usually a large number)
- g. learning is required to be 'on the course' and examination of, or credit for, other learning is restricted to a minority of the minimum number of units required for certification
- h. by requiring simultaneous or concurrent work experience.

B6. The total degree of restriction put into schemes varies. The CSE/GCE system is perhaps the most modular of all the systems since there are no time limits, no entry requirements to any of the units, no tuition requirements, no maximum or minimum requirements for certification and individual certification of each unit. The RSA single-subject examinations are another very modular system and the Open University provides a more restricted scheme. TEC schemes are modular but restricted in the ways described above at a, b, c, e, f, g, some of them quite small. There are some modular features to BEC courses but it has restrictions in all the ways described above (except h).

B7. During the seventies many modular schemes were approved by the CNAA under two main influences. Firstly, and less importantly, the example of the OU gave more confidence and courage to scheme designers. Secondly as teacher education was transformed, partly as a result of the James Report³ and partly as a result of contraction and the consequent need for diversification, courses were broken into their component units, the assumed linkages and needs of coherence challenged, and alternative re-groupings, additions, and the re-construction of alternative main routes and vocational routes was undertaken. Discussion became vigorous and much was written on the subject.⁴ There are very few schemes approved by the CNAA that are wholly modular in the sense of having no restrictions as in paragraph B5 above.

B8. It is clear that very few students in FE are studying on modular schemes and even where there are modular schemes there are definite restrictions designed, it would appear, mainly to strengthen the notion of academic or vocational coherence by defining main routes or cores. Our traditions are very strong. For example, it would be possible for the TEC to allow certification for any fifteen of its standard units (with some restriction on levels) and allow the employer to decide if that constituted a coherent and useful package for the employment in hand: but it does not, it requires colleges and programme committees to specify and approve the programme (i.e. job) title on the grouping and justify the coherence to that title. Similarly many CNAA schemes pre-define main routes for students. In these ways the schemes guarantee that each student is on a coherent course, with a main route, a core plus options. The advantage of the schemes becomes, although there are student advantages in the options, largely administrative; that is by more often mixing students with differing output points, group and class size may be raised.

3. James, Lord (Chairman) *Teacher Education and Training. Report by a Committee of Enquiry appointed by the Secretary of State for Education and Science under the Chairmanship of Lord James of Rusholme.* HMSO, 1972.

4. A review article was written by Dr. Billing of the CNAA at this time, and Dr. Boardman summed up much of the discussion in a paper that contains a useful bibliography. Billing, D.E. 'Reflections of the Designs of Modular Courses' *THES* (No. 160) 8/11/74 p.8. Boardman, W. 'Modular Courses' (Coombe Lodge Information Paper No. 1194), Blagdon, Coombe Lodge, November 1976.

B9. A most useful conclusion though is that throughout the research in all parts of the curriculum world there seemed to be a widespread acceptance of the value that it is desirable to present the student with a set of learning experiences that are not merely coherent or integrated within themselves but are integrated to a single vocational purpose, and that integration is something which has to be manifest in the learning experiences themselves, that is in the classroom. This is clearly regarded as the normal situation even where it was recognised that for a minority of students a more modular programme might be desirable. What remains uncertain is the strategy for integration and the administrative techniques to try to enhance the possibility of integration in the classroom. Five main strategies, not mutually exclusive, are adopted:

a. Part-time study provision

In a sense a fall-back position but by tradition the oldest strategy. If a student works throughout the year at the real job then this practice will be ever present in his mind and provide an integrating facility. The appropriate administrative technique is simply to insist on this concurrent work experience.

b. Integrated practice in full-time courses

Where students do not have a usual full-time employment they may be provided with work experience in a placement setting by the college. This may occupy as much as 50% of the course and may also be guaranteed as an administrative requirement or simply left as an option firmly recommended.

c. Simulation practice

Within both the above strategies or as an alternative the student may be provided with work like experiences or exercises in the college course. These, with varying degrees of realism, may be an administrative requirement or a recommendation and may, or may not be monitored.

d. Team development of the staff

Integration of the staff to a common purpose of providing a specific sort of skilled manpower is a strategy required or recommended with increasing frequency. Curriculum development, or detailing in teams, seems to be held to be valuable in producing coherence as well as integration of experience to vocation.¹ The precise mechanisms used may vary but are worth distinguishing from strategy e.

e. Industrial contact of the teaching staff

Traditionally teaching staff are recruited to FE after a significant period of industrial experience and are widely believed to maintain contact in a variety of ways through reading, membership of trade or professional associations, visits to local firms and by work experience undertaken in vacations or on secondment. Institutionally the colleges organise and monitor some of these activities and supplement them by integrating senior course leaders to local consultative committees and boards of governors.

B10. Most of the central bodies, the senior and junior staff of colleges expect these strategies to be used in combination with a variety of administrative tactics and ploys to reinforce the likely integration. There is a further strategy used that is ambiguous in its purpose and utility:

f. Industrial advice to central body

All central bodies use this in formalised committee structures where it is primarily a validating and marketing device. It is usually reported that the main body of work is done by educationalists and officers with the industrialists acting as validating or approving agents. This is usually true whether the central body issues syllabuses, guidelines or validates college schemes. What it would appear to guarantee is marketability of certification and the potential of industrial orientation and integration in the classroom. It is perhaps a necessary condition for integration as described above but not a sufficient one.

g. Industrial advice to colleges

Although this has been mentioned at e. above there it tends to be an assumption. A very noticeable trend in the controlling bodies is to require the colleges, as a condition of validation, to state or show adequate consultative or research mechanisms. The controlling bodies require this in addition to their own user-provider committees.

1. The enormous success of the CNAAB is one reason for the spread of this to other central bodies but there may well be others. It could be that the industrial and commercial processes themselves require higher levels of integration, team work and co-operation, and that in a quasi-conscious way the colleges are requiring this of themselves and of the way students interact in the classroom with the teaching staff. The most obvious example of this lies in the cross modular assignments in BEC (para 90) but it exists to a lesser degree elsewhere in nearly all curriculum thought. It is thus a response to general social pressures and ideas.

1. Little research is done on the relative effectiveness of these strategies, although they are important as the means of effecting the ideology of integration.

B11. The conclusion that seems inescapable is that although integration in the two senses defined above is required, and that the degree of integration required seems to be rising, there is little systematic monitoring or evaluation of what actually takes place in the classroom and exploration of the relative effectiveness of the seven strategies outlined above and the relative utility of the administrative techniques being used within the strategies.¹ Further the authority relationships are very dispersed and at certain points remain obscure with the effect that the end results, or educational experiences, must be very varied and of uneven quality. Where all strategies are effectively applied quality will be high, but the possibility remains of too many of the strategies being undermined because each responsible authority relies on the good operations of the others.

B12. What still makes the whole system acceptable is that there is clearly a growing competence and professionalism in the measuring of certain specific outputs, in particular of cognitive knowledge. Much of this exam professionalism, as it has been called elsewhere in this report, is of a very visible and public character. These characteristics make it extremely attractive in that attention may be drawn to it. There is an inherent danger that it becomes over attractive and distracts attention from the real business of students in learning situations to the refinements of examination committees and procedures which only measure part of the educational experience. One should be careful to maintain a balance.

Further Education Curriculum Review and Development Unit Publications

<i>Title</i>	<i>Date Published</i>
Annual Report 1979-80	August 1980
Experience, Reflection, Learning - suggestions for organisers of schemes of Unified Vocational Preparation	April 1978
A Basis for Choice - Report of a Study Group on Post-16 Pre-Employment Courses	June 1979
Supporting YOP - suggestions for colleges involved in the Youth Opportunities Programme	June 1979
Active Learning: A Guide - to current practice in experiential and participatory learning	December 1979
Active Learning: A Register - of experiential and participatory learning. Parts 1 and 2	May 1980
Developing Social and Life Skills - strategies for tutors	March 1980
Day Release - A Desk Study	July 1980
Loud and Clear? - summary of a study of curriculum dissemination in further and higher education	August 1980
Beyond Coping - Review and Synthesis of Research and Development in Social Education	August 1980
Further Opportunities in Focus - a study of bridging courses for women	July 1980
FEU Response to 'Outlook on Training' - Review of the Employment and Training Act 1973	July 1980
FEU Response to White Paper 'Special Needs in Education' (Cmnd 799)	August 1980
FEU Response to 'Examinations 16-18' Consultative Paper	December 1980
FEU Response to 'Continuing Education'	January 1981
Signposts - - A map of 16-19 educational provision	January 1981
Transition and Access - a review of low level courses in ILEA	February 1981